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Queen's University, 1975

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*Report of a Task Force on
Graduate Studies and Research
in the Humanities
and the Social Sciences*

Commissioned by the Canada Council's Commission on
Graduate Studies in the Humanities and the Social Sciences

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Design Peter Dorn

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This Report represents the views of a Task Force composed of members of Queen's University, and has been commissioned by the Canada Council's Commission on Graduate Studies in the Humanities and the Social Sciences to examine certain aspects of graduate education and research. It is a Report to the Commission and does not necessarily represent the views either of the Commissioners or of Queen's University.

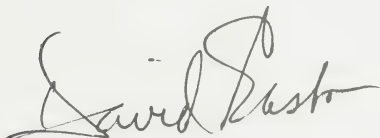
Letter of Transmittal

Dr. Dennis Healy, Chairman
The Commission on Graduate Studies
in the Humanities and the Social Sciences
Bishop's University
Lennoxville, Quebec
JOB 120

Dear Dr. Healy,

On behalf of the Task Force on Graduate Studies in the Humanities and the Social Sciences at Queen's University I take pleasure in transmitting our Report to you. As you will recall, we found your Terms of Reference broad in scope and very general in definition. In addition we were allotted only four months within which to complete a report. In consultation with representatives of the Commission, therefore, we agreed that our Task Force should concentrate on only a few selected topics from the Terms of Reference. These topics were to be governed by our special interests and by the short time available. Within these limits we trust that our Report meets your expectations. We also hope, however, that our analysis and recommendations may be of some interest to the academic community as a whole.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "David Easton". The signature is fluid and cursive, with a large, stylized initial "D" and "E".

David Easton
Sir Edward Peacock Professor
of Political Science, and
Chairman, Task Force on Graduate Studies in
the Humanities and the Social Sciences

DE:jp

In 1974 the Canada Council established a Commission on Graduate Studies in the Humanities and the Social Sciences to conduct a thorough enquiry into 'the nature, objectives and efficacy of Canadian graduate studies in the humanities and social sciences.'¹ In addition to the large number of other programmes undertaken by this Commission was its request that eight universities across Canada, among them Queen's, arrange for the formation of task forces on their own campuses. These were asked to address themselves to issues that the Commission set forth in special terms of reference for the task forces² and to return a report on their recommendations within the astonishingly brief period of four months. That eight task forces of reasonably sane scholars consented to accept the assignment under these conditions is testimony to the importance they attached to the request.

At the request of the Commission, Queen's University assembled the members of the present Task Force on Graduate Studies and Research in the Humanities and the Social Sciences. It was organized as an unofficial body. It represents solely the views of its own members. Hence the present *Report* does not speak for Queen's University or its academic community. Nor does it necessarily reflect the views of the Commission. The analysis, interpretations, and conclusions offered here represent only those of the Task Force, a group of eight persons – seven faculty members and one graduate student – drawn from the Queen's academic community.

The terms of reference to the task forces were almost as broad as those from the Canada Council to the Commission itself. The Commission was very generous, almost to a fault, in allowing each task force to interpret these terms of reference as it saw fit. In assessing this general mandate our Task Force decided on the following course of action. First, as suggested by the Commission itself, it did not seem feasible to deal with all issues raised by the terms of reference. Neither the time nor the data were available. Our *Report* deals with only a limited number of problems posed. Second, since we had to restrict the scope of our enquiry it seemed appropriate to direct our attention to the following fundamental

question: What kinds of recommendations could we offer about the issues selected that would make it possible for the Canada Council (or its successor body) to improve substantially its contribution to graduate education and research in Canada? By answering this simple question it seemed that we could be of most use to the Commission.

Unless the relatively restricted limits of this question are borne in mind, the reader may be tempted to look in vain for some grandiose philosophy of higher education and research or some complex programme for restructuring the whole of graduate training. Our objectives are of necessity far more modest. We are offering some thoughts about only a few areas, those that seem of paramount concern if, at this juncture in the history of higher education, Canada is to make the best use of its limited, even though substantial, resources.

In settling on this guiding question we are taking into account the nature of the audiences for our *Report*. One part of this audience is, of course, the Commission itself. But through it another audience is automatically included, namely, the Canada Council to whom the Commission will be reporting. The final segment of our audience is the academic community at large, including the one at Queen's. Unless, ultimately, we can carry along with us the community of which we are part, we are not likely to be very convincing either to the Commission or to the Canada Council. We are not indifferent to the fact that behind all these potential consumers of our recommendations stand the various levels of government and the general public.

There is an inherent uncertainty in directing our proposals at the Canada Council. The federal government has already announced its intention to reorganize the funding agencies for all the sciences and humanities, and new legislation is being drafted as this *Report* is written. By the time the Commission itself reports it may well be that the Canada Council as we know it will no longer be in existence and that its place will be taken by a new agency. However, we have not found the ambiguity created by this situation difficult to live with. Our recommendations do not turn on the new funding agencies assuming any particular form or organizational structure. We expect only that any successor body to the Canada Council will have sufficient flexibility and funds to adjust its programmes to the legitimate needs of the academic community it is designed to serve.

In addition to the complex composition of our audience and its changing nature, a further major consideration imposes unavoida-

ble constraints on our recommendations. Every Canadian university must survive in a threefold financial and policy environment, all intricately bound together in a delicate balance of constantly shifting political forces. Each university directly feels the effects of programmes and funds available from the federal government, from the provincial government, and from its own limited private resources. Within this environment the Canada Council constitutes only one small part of the total federal component itself. Clearly the Council can account for only a small share of the influence exercised by the total environment on graduate education and research.

The constraint this imposes on our recommendations needs little elaboration. We are making proposals in a situation within which, in effect, we are assuming that we can isolate the impact of the Canada Council's programmes for separate study. In fact, any variations of the programme of the Council may be amplified, reduced, diverted, or negated by changes in policies followed by other federal funding agencies such as the federal Departments, by the provincial governments through their operating budgets, capital and research grants, and fellowships, or by changes in the availability of private university endowments. We feel it is beyond the capacity and the means of any single task force to attempt to untangle the complicated skein of effects of all these constantly changing variables. The Commission alone has the means to tackle these complex issues. Nevertheless, even in face of these barriers we do feel there is substantial merit in narrowing our focus to the Canada Council. Of all public funding agencies it is the one peculiarly responsible for the support of advanced education and basic research in the social sciences and the humanities, and its purposes are central to the existence of the university.

The focus of our *Report* may be more sharply defined if we glance for a moment at the options we considered and rejected. For example, we could have undertaken a comprehensive case study of graduate education and research in the humanities and the social sciences at Queen's University alone. On the basis of the information so collected we could have generated a set of recommendations that might have gone some way to improving graduate education at our own university. From our point of view as members of the Queen's academic community, this alternative had its decided attractions. In the end, in consultation with the Commission, we rejected it on the grounds that the experiences of no one university could be sufficiently general to be of maximum value for the deliberations of the Commission itself. In fact, the conclusions drawn

from a single case study might even have been deceptive. Only a set of rigorously controlled case studies, based on a careful sample of universities and addressed to well-defined comparable issues could give the Commission a reliable means for generalizing from past university experiences. No such research design was available or contemplated. Hence we turned away from an in-depth study of graduate education at Queen's.

As another option, not incompatible with the first, we could have formulated a general philosophy of education and research in the hope of providing the Commission with some broad standards against which it might test its own ultimate conclusions. However, since in Canada, as well as in other countries, there already exists a vast, almost unmanageable literature on this subject, we felt we could contribute more by way of practical suggestions.

Having thus decided, we proceeded to discuss a kind of informal model for ourselves of the best practical programme in graduate education and research, given our varying philosophical convictions about education in general. Within the limited time and resources available we also arrived at some informed assessments about the impact on graduate education of the Canada Council's current practices. We assembled a substantial quantitative data base to help us in our discussions. We tempered and personalized the knowledge so acquired by examining data at Queen's about the effects of public funding. From these combined sources of information we felt we were in a position to arrive at some reasonable estimates about the kinds of changes that might help to improve the Canada Council's policies.

I have detailed these procedures not only to alert the reader to the conditions underlying the *Report* but to demonstrate the considerable difficulty facing all the task forces. Judgments of vital significance for the future support of graduate education and research have had to be made on what are often impressionistic and incomplete data. No single agency or combination of agencies has assumed the responsibility in these areas for collecting standardized data that might be used as the basis for more reliable judgments either about the consequences of past policies or the potential impact of future changes.

The inadequacy of the available data has helped to shape the form of our *Report*. Given these circumstances, we were convinced that we could be most helpful to the Commission if our *Report* contained less by way of attempts to analyse unreliable and incomplete data

and more by way of informed arguments about the direction of future programmes. The Commission wisely discouraged expensive forays into data collection and analysis, on the assumption that it had itself the time and financial and organizational resources to do a better job. The Commission also impressed on us its interest, rather, in the receipt of what it hoped would be imaginative and provocative ideas for change in order to stimulate its own exploration of sound alternatives to present policies. Hence this *Report* is exploratory and future-oriented rather than data-laden and retrospective.

A word needs to be said about the activities of the Task Force itself. From the beginning I have interpreted my role to be less that of chairman than that of coordinator of our activities. Such a role could be possible only if there was full, dedicated, and continuous participation by the members of the Task Force in pursuit of its objectives. I have seldom been part of a group of this kind in which the level of commitment has been so high and enthusiastic. The members participated actively through regular weekly meetings, in interpreting the terms of reference for ourselves, in identifying the limited issues to which we addressed our attention, in analysing them, discussing our differences, and in working out relevant policies. Beyond that each member had an important and direct hand in the arduous task of drafting the substance of the report. Even though the burden of drawing together and writing an integrated and comprehensive draft fell on my shoulders, my responsibilities would have been more onerous but for the generous additional assistance of Professors Richard Simeon and Peter Goheen. In the outcome the *Report* is a genuinely collective effort in its thinking and its writing. As such there is probably no single member who would agree with all the nuances and emphases in the *Report* even though we are unanimous in accepting it as the best collective judgment of the Task Force as a whole.

My personal interpretation of this level of commitment on the part of the Task Force is that it represents the significance that some scholars, at least, attach to the future of graduate education and research in Canada. The beginnings of graduate work are good, the mistakes and shortcoming are now only too apparent, but the future can be promising. It is this promise that has probably elicited from the members of the Task Force so high a degree of energy, involvement, and passionate concern. I am presumptuous enough to infer from this that we are representative of a broader academic community that recognizes both the present unsatisfactory state of

graduate education and research and the immense opportunities for change.

Our deliberations would have borne less fruit and less quickly but for the universally warm reception and cooperation from an already overburdened group of staff members, administrators, and officials at Queen's University. From the outset Principal John J. Deutsch and his successor, Principal Ronald L. Watts, recognized the potential significance of the Commission's work and offered the full cooperation of the University. Dean Duncan G. Sinclair of the Faculty of Arts and Sciences, Graduate Dean Robert L. McIntosh and Associate Graduate Dean Jack E. Hogarth gave generously of their time and thoughts. They also made available important internal data to stimulate our thinking about the specific impact of various governmental funding policies.

The staffs of the Douglas Library, the Accountant's office, and the School of Graduate Studies and Research, and Peter Stokes in the office of the Faculty of Arts and Science, were especially helpful in providing us with the necessary data about Queen's. Our graduate assistant, Peter Snow, did a monumental job, in the short time provided, of putting basic quantitative data into a form readily consumable even by those unfamiliar with tabular displays. And we owe a special debt to our Research Associate, Dr. Craig Dotson, whose own personal concern and commitment and whose participation in our deliberations and commentaries on the various drafts of our *Report* enriched the thinking of the Task Force in numerous ways. His minutes of our discussions constitute a resource document in themselves. We are also grateful to many colleagues in various parts of the University who interrupted their own harried existence to discuss our problems with us or to read and comment on our *Report* and from whose advice we have tried to profit. Finally, although we did not systematically canvass graduate student opinion, a responsibility that the Commission itself had indicated it was assuming for Canada as a whole, we benefitted greatly from the sensitive insights of the one student who was a member of our Task Force and of the two student members of our staff.

David Easton
Chairman

Contents

I Introduction

- 1 The Commitment to Excellence 3

II Graduate Education

- 2 The Purposes of Graduate Education 13
- 3 The Design and Structure of Graduate Programmes 21
- 4 The Financing of Graduate Students 39
- 5 The Role of the Canada Council 45

III Research

- 6 Basic Research within the University 53
- 7 The Canada Council as a Sponsor of University Research 63
- 8 Specific Proposals for the Structure of Grant Programmes 75

IV Conclusion

- 9 Towards Centres of Excellence 91

Notes 100

Appendix

Terms of Reference 101

Introduction

Graduate education and research are two of the critical components from which the modern university is constructed. The university itself has become the institution in which, historically, most societies have placed major confidence in their search for a basic understanding of man in society.

The ideal university is not only vitally concerned with teaching – the transmission of knowledge – but also with research – the discovery and the integration of new knowledge. The essential purpose of higher education, according to J. A. Corry, is ‘a civilizing mission, to liberate human minds, cultivate the imaginations and educate the sensibilities of individual human minds.’ Such civilized minds are ‘not merely the vessels of transmission: they are the lamps that gleam and shine; and banish the dark.’^{1*} The university, then, must concern itself with teaching the students of today, and with generating the new knowledge and insights which will be taught tomorrow. It must guard, critically assess, and creatively reconstruct our aesthetic, moral, social, and political values. And it cannot ignore service – the translation of its expertise and knowledge so that they may be more easily consumed by society. The ideal university will not rot from within because of its pedantry and cloistered aloofness, nor will it be corrupted by the incessant pressures of the market place.

In the fulfilment of its tasks the university sometimes appears to take on a life of its own remote from the surrounding society. Indeed, scholars themselves have often defined the objectives of the university as the pursuit of knowledge for its own sake. Without in any way denying the profound importance of this motivation behind education and research, ultimately the many products of a university must be put to the test of human use.

Yet the image of the university as an ivory tower is a misconception that dies hard even within the university itself. We are prone to forget that the university is just one among many social institutions. However insulated it may from time to time appear to be, and

* The notes will be found at the end of the text of the *Report*.

however buffered it may need to be from social forces that endanger its independence, the university has been shaped not only by the character of its surrounding society but by the international community from which it draws intellectual sustenance and to which it contributes its own ideas and graduates. As much as any other social institution and more than most, it has responded sensitively to the vast transformations that have taken place in the industrialized and developing worlds and has sought to understand, interpret, and give direction to these changes. In the process it has transformed itself from Cardinal Newman's nineteenth-century genteel community devoted to the transmission of knowledge and to the opening up of the critical mind, into an institution that is closely locked into the social forces and needs of contemporary society. Controversy over the purposes of the university cannot but mirror the tensions in society over the direction of social change. The student-faculty discontent of the sixties amply testifies to this proposition.

Although the limited scope of our *Report* prohibits attention to all the issues implicit in these remarks, consideration of graduate education and research in Canada needs to be seen within this broader context. Canadian higher education does not stand alone, nor are decisions about our educational future made in isolation. Canada is both part of and a contributor to a changing international intellectual community. The mobility of ideas and of scholars no longer permits any country the luxury of setting its own unique standards of quality or comfortably coasting along on its traditions. Instead we are competing in the international marketplace of ideas and of talented individuals. We send our teachers and scholars abroad and in return have drawn on international ideas and personnel to strengthen our own universities. It is not likely that we can or would want to isolate ourselves from these broader currents or to attempt to contribute to them at anything but the highest level of our capacity. Our *Report* keeps one foot firmly planted in this international intellectual community.

Our other foot rests squarely on the universal foundation stones of intellectual quality. Although it may seem prosaic if not trite to mention the fact, the goal of the university in all its efforts must be intellectual excellence. It is not the existence of this goal but the need we feel to assert it and to require a forthright commitment to it that constitutes the dilemma in Canadian academic life at this point in time. It is a sad and even an embarrassing commentary on the state of graduate education and research that so obvious an aim

needs not only to be singled out for special attention but that it now must also be defined and heavily underscored. In the headlong rush towards institutional growth during the last decade, graduate education and research in Canada seem to have lost sight of the purposes for which they are growing.

Our Task Force puts the highest importance on the need to open up a full-fledged discussion about the nature of excellence in graduate education and research and about the criteria for recognizing it. We cannot take for granted that the Canadian academic community shares common definitions or objectives or that our standards are compatible with those of the most distinguished scholarship in the international community.

It is relatively easy for academics to utter pious phrases about educating minds which will shape the society of tomorrow, or about making discoveries which will profoundly change the character of society. Too much can be written about the ideals of academic institutions, too little about the results of actual institutions which will continue to exist. Too much can be written about the almost limitless potential of universities for opening up the mind, too little about the danger of sanctifying graduate education at a level of teaching and research which remains poor or mediocre. Too much can be said about the university as a reservoir from which talent and ideas can be drawn to serve society, too little about the competition among universities for status, prestige, and academic power in which higher ideals are submerged or forgotten.

Why does the issue of quality press so heavily on Canadian higher education today? Many of our recommendations stem from a consideration of this question.

The size and number of Canadian universities exploded with the rapid growth of Canadian industrial society and population in the years following World War II. During the last decade in Canada the scarcity of human resources on which to build new educational institutions and expand old ones needs no comment. In the haste to build, the quality of faculty and students was too often sacrificed on the altar of need and speed. Universities had to be constructed to meet the demands of thousands of potential students; instant universities required instant faculties. Since 1968 alone, the number of graduate students in Canada has increased by fifty percent and almost sixty percent of all doctoral students are in the social sciences and the humanities.² To keep staffs and programmes intact, express speed promotion to rank and tenure was the rule rather than the exception. Imports from foreign countries were vigorously encour-

aged to fill urgent vacancies, and, although many fine scholars were recruited, greater attention could often have been paid to quality.

Today we have begun to pay the penalty. Many faculty members and graduate students in the humanities and social sciences are of the highest quality; some are the equal of the best in academic life anywhere. But we also find a depressingly large number of persons of substantially lower than desired ability. For many of these, even to raise the issue of excellence and its properties appears as a threat and a danger, thereby adding to the difficulty of squarely confronting the issue in the Canadian academic community.

The relatively stunted development of graduate education has not been due to the neglect of quality imposed by the exigencies of rapid growth alone. Our inability to hold our best students and faculty and our relative indifference to the need to do so contributed its share. As is well known, until quite recently the best Canadian graduates not only studied in the United States and Europe but were enthusiastically encouraged in this move. Many of them remained abroad to pursue their careers often less out of desire than from lack of compelling opportunities at home. Many of the better faculty members themselves followed or were drawn by the stimulating intellectual climate and more attractive monetary and status rewards outside of Canada. Among other things, this meant that these imaginative and intelligent students and younger faculty did not remain in Canada to challenge and inspire their colleagues or to spur on the pace of intellectual growth. Canadian universities largely remained content with teaching undergraduates.

One of the beneficial results of this preoccupation with and preference for undergraduate education was that in some places they produced extremely well-trained students. On the other hand, because there were so few first-rate graduate students in the face of more numerous outstanding undergraduates, the saliency, status, and influence of the graduate component in the university became fixed at an extremely low level. Today this has compounded enormously the difficulty of seeking to raise the quality of graduate education and research.

Graduate programmes, like graduate schools, have been hastily pasted onto an existing undergraduate organization. Graduate courses have too often been mere extensions of undergraduate ones; teaching techniques have been simply transferred from the lower to the higher level of education. There has been too little special attention to the peculiar needs of graduate students. As a result they have either been left to drift by themselves or have been

denied the carefully guided independence required if they were to have the opportunity to mature into self-motivated and self-directed scholars and teachers of the future.

To compound matters further, while the dramatic expansion of graduate education was occurring in most Canadian universities during the 1960s, the perplexing problems facing many foreign universities persuaded an increasing number of superior Canadian graduates to return to or remain in Canada. In their respective departments many of these have had to be satisfied with a second-class status since most departments were still geared primarily for undergraduate instruction.

Many deans of graduate school were and remain virtually impotent in the life of the institution. They have tiny budgets to administer. They play an insignificant role in decisions about hiring, promotion, and tenure. Few universities seem to be interested in evaluating graduate teaching and the quality of thesis supervision. Some graduate deans and department chairmen might collect relevant data but little of this seems to make its way effectively into the decision-making process. Little effort is made to give teaching and administrative relief to faculty for their graduate responsibilities.

Many graduate students and their research-oriented teachers have become disillusioned by having to work within a system largely geared to the needs of undergraduates. For the graduate students this discontent has been intensified by the realization that some of their tenured instructors fall far short of expectations, and that some are simply incompetent. We hear some graduate students say that too many of their teachers do not keep up with the advancements of knowledge in their fields, that too many produce too little and publish less, and perhaps worst of all that some of their teachers lack that fundamental passion for ideas which should animate the whole of graduate education. To the first-class graduate students it seems ironic that they have to be taught by what appear to them to be too many second-class professors, and the sense of irony has begun to turn into bitterness and dismay.

These factors internal to the university are not the only ones jeopardizing the quality of graduate education and research. Simultaneously a threat appears from the outside, especially from those agencies that ought to be primarily concerned with maintaining the level of excellence in the university. The pressures come from two directions. On the one hand, both provincial and federal governments are effectively reducing financial support either directly or

indirectly through failing to compensate for inflation. This shift away from university support comes at the very time when consolidation of the relatively unorganized growth of the sixties and early seventies requires an increase in funding if full exploitation of the original investments is to occur. Programme gaps, improvement of quality in areas of some strength, replacement of depreciating buildings and equipment, encouragement of graduate students in the face of rising living costs, and the like, demand more than the declining support now available.

On the other hand, even as the universities are being squeezed financially by their governments, these same governments are imposing new demands that have the strongest tendency to divert the reduced resources of the universities away from their main purposes. Faced with such increasingly critical social issues as uncontrolled urban growth, ecological damage, population pressures and the like, it is understandable that governments and the public alike should turn to the universities for informed answers. Aside from any doubts about the capacity of the universities to meet these demands, the critical point is that in order to protect their sources of funding during a period of reduced growth and tight money as well as to meet their own sense of moral responsibility, the universities have sought to respond positively to these pressures. They have been able to do so, however, only at the cost of diverting their financial and organizational resources from the fundamental problems peculiar to the basic scholarly disciplines. As a result, the disciplines that lie at the heart of the traditional purposes of the university are slowly being starved to feed these new governmental and public demands.

In spite of these unhappy consequences for the basic disciplines, it is now virtually impossible for universities to opt out of society and to refuse to address themselves to issues that might universally be considered central to our times. Indeed, many think that the universities have already gone a long way in yielding to these external pressures for immediate results and may have already yielded too much. There are very real dangers that governmental and social pressures will be such that certain kinds of answers may be demanded from researchers. Thus a form of academic prostitution threatens to become the rule rather than the exception. If the universities succumb to this, both the nature and quality of research and teaching in graduate education will suffer serious erosion. The universities could easily be transformed into expensive and glorified technical schools. This has already happened in many

foreign countries where governmental needs rather than independent inquiry have defined the objectives of higher education.

As alarming as these remarks may seem to be — both those about the present state of graduate education and research and about their immediate prospects — we do not believe that it is too late to provide first-class scholars, teachers, and students with the kind of educational institutions that will offer them every opportunity to express their full intellectual potential. However, hard decisions will have to be made today if Canadian higher education is to rise above the enforced mediocrity of the past and to achieve internationally recognized eminence.

A final matter must be raised. Our Task Force is fully alert to the resistance and irritation, if not outright hostility, that may well greet our effort to draw the discussion of quality out into the open. We well recognize that it is a very sensitive and potentially hurtful area. It highlights issues that the public may have difficulty in fully appreciating and that lend themselves to damaging popular misrepresentations. Even within the narrower confines of the university community it is a question that is often avoided because it casts reflections on past decisions by the university itself. Furthermore, questions of excellence may well alarm those persons who feel they may suffer from the application of new and higher standards of scholarship. Nonetheless, even in the face of all these considerations that might encourage us to gloss over the issue, we consider excellence so central to the main goals of the university that we have no choice but to discuss the matter fully.

We may hear, in response to our *Report* that Canadian higher education must be satisfied with being no better than second rate; others may ask just how excellence can be measured. Those displaying the first kind of reaction might argue that in the international division of labour, on purely economic grounds, it may not be to our comparative advantage to pour any money at all into graduate education. In the long run it is an expensive enterprise. Great graduate schools exist in other countries. We could exploit them relatively cheaply by continuing to send our best students abroad and by providing them, on their return home, with any required Canadian-oriented training.

Whatever merits the purely economic arguments about comparative advantage may have, the facts are that Canada has for a variety of well-known non-economic reasons already made the basic decision to enter into the international educational market place. Having done so, however, either we emerge with educational products

that are internationally competitive or we will continue to lose our best faculty and students abroad and will have to settle with the less competent at home. We must operate on the underlying premise of the *political* decision, namely, that Canada is a prosperous nation able to support first-rate scholarship and that only timidity or the refusal to rise to the challenge of fulfilling a hitherto unrealized potential will chain us to mediocrity.

To the second response — about whether intellectual excellence can be measured — we must confess that in the humanities and the social sciences it is extremely difficult to assess the quality of teaching and research. Yet certain qualitative judgments have always been and will continue to be made every time a research proposal is accepted or rejected, a student is admitted or refused admission to a department, a journal article is approved or denied, and a teacher is hired or let go. Academic life has always involved such judgments. Our *Report* notes the need for some tangible criteria to assist our intuitions in this area.

The point of departure of our *Report*, therefore, is twofold. We must continue to consider our graduate education and research within the context of the international intellectual community. We must find some way of measuring the success of our efforts against the best products — students, faculty and research — emanating from this community. These two desiderata provide both test criteria and a challenge to our proposals about the purposes and organization of graduate education and research in the humanities and social sciences in Canada.

Within this context of academic excellence, the future of graduate programmes in the humanities and social sciences appears to be bleak indeed. And the future will remain bleak until the considerable resources of Canada are sharply focused on this crisis area. Unless significant changes are soon introduced at the departmental, university, provincial and federal levels of responsibility, the best teachers and students will continue to work in universities which are ill-equipped and in which faculty mediocrity is both a deterrent to good work and a stimulus to bitterness. They will find levels of financial support less and less adequate; they will find it more and more difficult to do effective research and to have their research published.

Graduate
Education



The search for internationally recognized standards of excellence has important implications for the design and implementation of programmes of graduate education in Canada. In most Canadian universities, such programmes are a relatively recent development. They have been grafted onto existing undergraduate curricula, often in an *ad hoc*, unplanned manner. There have not yet developed in Canada many graduate departments of international stature. Nor have there evolved even modest alternative philosophies of graduate education to guide us. In this section, therefore, we will attempt to sketch the bare outlines of an approach to graduate work. We shall not suggest that the Council, or any other federal agency, take on a formal planning or executive role, but we shall suggest some ways in which the Council might better promote and reinforce excellence through its existing activities.

A The Basic Purpose of the PhD

Two questions must be answered at the outset. Why should we want to promote the development of graduate education; what purposes does it serve? And, what are the resulting central characteristics of the graduate programme and of its products, as compared with the more firmly established and more familiar undergraduate programmes?

The modern university performs many functions each of which now lays claim to support from society. It provides an undergraduate education the purposes of which may be variously defined. It prepares individuals for the practising professions. It is in this area of vocational training that the greatest expansion has occurred in recent decades and in which the greatest debate has arisen about the appropriate function of the university. Without entering at this point into that debate, there is no one who would deny that since the late nineteenth century at least, a major purpose of the university has been the preparation of some members of society for a life dedicated to research and teaching. Graduate education in the humanities and social sciences is that component of the university that has traditionally assumed the major responsi-

bility for fulfilling this function. The PhD is the degree that has come to designate competence for teaching and research. We propose that the PhD ought to continue to remain primarily a research and teaching degree.

We pursue the nature of research in Part III, but here we wish to indicate the contribution of graduate education to the modern university. Graduate education has special objectives overlapping with, but different in emphasis, from those of undergraduate education or of training in the practising arts and professions. By pointing up these basic differences we will indicate guidelines for separating the requirements of a graduate education from the other kinds of training offered in the modern complex university.

What distinguishes graduate from undergraduate education? First, and perhaps more than anything else the difference arises from the kind of commitment required. For the first time the student is called upon to make a long term commitment to a career of research or teaching, or both. And given the nature of knowledge today, the commitment must be made in some substantive area. He is taking the first step into a profession.

Second, graduate education differs greatly, in substance and method, from undergraduate education. It imposes quite different demands on, and requires different skills from both students and faculty.

It involves much greater specialization. Undergraduate education typically involves some concentration in a subject, but it also permits students to range widely among disciplines. In graduate work, the central focus is a discipline, usually defined by a distinctive subject matter, a set of central questions, some common conceptual tools and research methods and some accepted criteria of validation. The discipline is probed in depth. Learning involves not only understanding the methods and findings of the past, but also development of the critical standards necessary for testing, refining and adding to the stock of knowledge and concepts for the future.

Third, graduate education involves development of a special frame of mind, a willingness to probe the outer limits of knowledge, where there are more questions than answers, less certainty and more doubt. Therefore, graduate education must encourage students to criticize and challenge accepted methods and ideas. Herein lies the real source of creative scholarship. Great discoveries and intellectual advances have come from those who have shattered

the perspective of previous scholars and have posed new questions and new ways of answering them. It is the realization that such revolutions in thought have been achieved in the past that energizes the disciplined curiosity of scholars in the present. There is a frequent difference here between graduate education in the social sciences and humanities, on the one hand, and the natural sciences, on the other. In the latter, students at times serve in something of an apprenticeship capacity, under the very close direction of a senior scientist whose subject, problems, and laboratory they share. In the social sciences and humanities, where paradigms are less fixed, there is often a different pattern. Many of the best students do not carve off a small chunk of their mentor's subject and tackle it with his tools; rather, there is an emphasis on originality, on revising or overturning the insights, assumptions, and conclusions of the past. It is vital that every student be given the freedom and self confidence to engage in this activity.

Fourth, graduate education differs from undergraduate work in its emphasis on research: it is not enough to assimilate the learning of the past, or even to subject it to criticism. The thesis is the major means by which ability in research is demonstrated, but the research orientation, and the teaching of the required skills comes earlier too, in courses, and in the collaboration of students with faculty in specific research projects. Herein lies the fundamental link between graduate study discussed in this section, and research as examined in Chapters 6 to 8. Graduate study provides the skills, methods, and style of thought essential to future progress in research. In addition, graduate students are intimately involved in research activity while still students. They provide criticism of faculty research. They serve as assistants in research activity. The common danger here is that students may be employed to do the dog-work of research without any real involvement in the design and execution of the project. At its best, however, the use of research assistants enables them to be real collaborators in faculty research. Finally, research that graduate students do on their own — in term papers and, especially, theses — constitutes part of the total research effort in Canadian universities. A considerable number of published books and articles are first produced as theses and seminar papers.

Career commitment, specialization, focus on a discipline, development of critical and analytical abilities, and training in research thus sharply distinguish graduate from undergraduate

work. They make heavy demands on students. They require a deep commitment of time and effort and the choice of a long-term orientation to scholarship, teaching, and research.

Similarly, graduate education makes different demands on faculty than does undergraduate teaching. Contact with students should be more frequent and more intense. Debate and dialogue and instruction by example play a greater role. Teachers must often subject themselves to the severe scrutiny of their students. The challenge of having one's work fundamentally attacked by aggressive students is one of the most exciting in academic life. It is out of such creative tension that comes both better research and well-trained scholars. We will examine later some of the ways in which graduate programmes might be designed to encourage effective graduate education. We will also observe that in practice it frequently falls short of the ideal suggested here.

B Pressures on the Doctoral Degree

We have spoken, to this point, about what we conceive to be the basic purposes of a graduate education with its roots deep in the development of creative scholarship and in the excitement of teaching. But we would have to deny the obvious if we were to pretend that these have been the only ends that graduate work has in fact served. It has had other functions of a 'vocational' kind, and these are now threatening to overwhelm what we have considered its central purposes. Since our recommendations assume the continuation of graduate education as fundamentally a research and teaching programme in the university, it is vital that we consider its other uses.

As we know, graduate education does not come cheaply. It requires a high investment of faculty talent, energy, and interest, a considerable concentration of physical resources within the university, and students of first-rate intellectual potential. Especially when confronted, as we appear to be today, with an overcrowded academic market-place, it is reasonable to question whether these investments are being used to best advantage. Have we not trained far too many graduate students without any assurance that they will be able to find employment in their disciplines? Should we not cut down on the number of students? Should the PhD itself not be altered to prepare the student more effectively for filling the jobs that are available outside the university? Although we recognize fully the legitimacy of these questions in the present unsettled state

of the economy the issues so raised go to the heart of the purposes of graduate education and of the PhD degree in particular.

There is a recurring demand that the disciplinary PhD itself be modified in such a way so as to take into account the current needs of the job market. As academic job opportunities have begun to dry up and as jobs in government or industry begin to look more attractive, the pressure has continued to mount for substantial revision in the PhD curriculum to push the degree more directly towards these other vocational avenues.

In part, the call for greater vocational emphasis for the PhD stems from the historic nature of this degree itself. Even though in our *Report* we have chosen to designate the PhD as a research and teaching degree, traditionally a significant percentage of its recipients have applied their skills and knowledge not to research in an academic milieu but to various research and applied purposes in government, business, and voluntary organizations. The governments in some countries accept the PhD in all the social sciences as almost equivalent in status to that of the long established practising professions such as the law.

Whatever the intention of its architects, the PhD has in fact been used by its holders both for research and for applied purposes. Despite the current proliferation of applied social science institutes or centres this ambiguity about the PhD continues today. In effect those who wish to take advantage of the historic prestige of the degree in the established disciplines are exerting strong pressures not only to retain this latent vocational aspect of the PhD but to enlarge it.

The response of the university needs to be sharp and clear. One of our major obligations has been to educate scholars and research workers. Since the nineteenth century this has become increasingly the responsibility of the university where it has been located in the graduate school. These schools have been organized to provide the most suitable environment for these purposes, and enormous investments, financial as well as human, have now been tied up in this level of education. It does not make organizational or economic sense today either to abandon this function or to water it down to the point where it can be fulfilled only imperfectly. If we were to impair our capacity to educate students for teaching and research through these graduate schools, society would have to devise other institutions to achieve the same objectives and at considerable new costs. This is sound ground for recommending the firmest resistance to efforts at 'vocationalizing' the PhD.

Fortunately, even as a research and teaching degree, the PhD can be defended in terms of its utility for other vocational purposes. The intellectual skills involved in graduate training are not only valuable in themselves, but also equip students with the tools to perform valuable services in a great many fields. When a person concentrates his intellectual energies in one field, he learns not only the specific substantive material in it, but also a method of inquiry and criteria of validation. He can apply that method and those critical skills in a great many areas. In a rapidly changing world, he is likely to be more flexible and adaptable than one trained in more narrowly defined job skills.

This discussion also suggests a distinction between the master's and the doctoral programmes. The master's degree has a long and honourable tradition in Canada, and it would be regrettable to weaken it. The master's degree serves two functions. First, for many it is a terminal degree or an end in itself. For others, it is part of the training leading to the PhD. These dual purposes may sometimes introduce strains into the programme, but they nevertheless should be retained. More important, the strictures against the semi-professional PhD oriented to serving current employers' needs do not apply to the master's programme. They are generally one-year programmes; it is possible to modify them quickly and effectively to serve changing vocational requirements.

The university must be viewed as a growing, evolving institution, and there is no justification for seeking to fix its structure in the form in which we found it a few years ago. Short of a decision to undertake a complete transformation of graduate education, however, we recommend that the Canada Council use its resources to retain intact the teaching and research purposes of the PhD degree and that it encourage universities to devise other programmes and degrees for strictly vocational purposes. The Canada Council is the only major source of public funding whose chief responsibility is research-oriented graduate education. This alone makes it more critical now than ever before that the Council narrowly restrict its resources to support for education that is designed to provide a degree qualifying a person to do basic research and to teach.

Our Task Force recommends that:

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- 1 *the Canada Council deliberately and carefully design all its programmes and financial incentives so as to retain the PhD as a research and teaching degree*
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If the established purposes of the PhD are not to be modified and since the market for graduates with this degree is shrinking severely, the proposal is frequently heard that pressures for changing the nature of the degree can best be relieved by the simple measure of controlling the output of PhD's. This raises two thorny questions: Should we try to impose such controls; and if so, how can a reduced output be accomplished?

To deal with the latter question first, universities could establish arbitrary quotas. Even if this were desirable, it is doubtful whether in a period of severe competition for graduate enrolment effective cooperation among universities could be achieved. Alternatively, we could attempt to restrict the flow of students into graduate programmes by reducing the number of Canada Council fellowships or their size.

These and other artificially restrictive plans have one element in common. They assume that we are able to make reliable forecasts about the occupational structure in the coming decade and about the distribution of employment opportunities within that structure. This assumption is not well grounded. Occupational projections have been notoriously mistaken in the past, in the academic field as well as elsewhere. Five or six years ago there were few, if any, who correctly predicted the present state of the university market. Thus, while all of the available evidence inclines us to believe that the present depressed market is likely to continue we wish to emphasize the uncertainty inherent in any such predictions, and the great danger that would result if the present gloom led decision-makers to adopt restrictive and inflexible policies for the future.

On these and other grounds it is not desirable to restrict the output of PhD's artificially, even if we could. There is little justification for attempting to preempt the adult human being's right to decide upon the university career of his or her choice. We would propose rather that the students themselves continue to gauge the relationship between the demand for PhD's and their career choices.

Such a decision would not, however, relieve us of the responsibility for providing the student with the information upon the basis of which he may make a sound decision. As matters stand today, the student about to enter graduate school gets his information from informal networks or, less frequently, from university counsellors. We would propose that in light of the Canada Council's other responsibilities in the field of graduate education and research, it undertake to have assembled the best possible informa-

tion about current occupational opportunities for the various social sciences and humanities and disseminate the best projections for the near term. Included in these data should be carefully collected statistics from the departments of all universities about the numbers of students they have admitted in the past year, the numbers obtaining their degrees and looking for jobs, and the numbers and types of jobs obtained in recent years. Further, each department should be obliged to provide its applicants with data about the department's success over the last five years in placing its students.

If the intellectual commitment of a potential graduate student to a field is overwhelming, it should remain with him to decide whether he wishes to take the chance that by the time he has completed his degree there may or may not be an academic position available. For some persons dedication to an area of knowledge could well be such that the possibility of unemployment in this chosen field, high as it is, may be well worth the risk.

Our Task Force recommends that:

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- 2 *the Canada Council take no action that would directly or indirectly impose a quota on the admission of students to PhD programmes*
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- 3 *the Canada Council encourage appropriate agencies in government or among universities to collect and disseminate information about job opportunities for persons with PhD's, including statistics for all the social sciences and humanities, broken down by university departments, showing the number of students admitted to the PhD, the numbers obtaining the degree, the numbers looking for jobs, the numbers placed with and without degrees, and the kinds of jobs obtained. If no other public agency is prepared to assume this responsibility, the Canada Council should use its own resources for these purposes*

Given the objective of maintaining the integrity of the PhD as a research and teaching degree, how can it best be attained in the context of the Canadian system of higher education? Answers to this question are elusive. No single framework is likely to suit all students and all universities. There is a continuing need for flexibility, experiment and innovation. This is especially the case in Canada, where graduate education on a large scale is a relatively new phenomenon. No firm tradition or model has evolved; we have borrowed aspects of pre-existing models developed in the United States and Europe, but there remain considerable disagreement and uncertainty among faculty, students, and governmental authorities about what we are trying to achieve, and how best to do it. Our examination of these problems will touch on three levels: the organization of graduate education within the country as a whole, within the university, and, most important, within the department itself, where the education actually takes place.

A Graduate Work in National Perspective

Effective graduate education requires a great many resources. It cannot be done as an after-thought or cheaply. It requires a concentration of first-rate faculty members, a large library, and extensive ancillary services. Departments which undertake graduate education must be able to offer full, well-rounded training in their disciplines. The character of scholarship in the humanities and social sciences means that a department must have more than expertise in one or two specialties, and more than simply one or two 'great men.' An effective graduate programme also requires some critical mass of able students. There is much to the belief that graduate students learn more from each other than they do from their instructors. If a figure must be chosen we would suggest that graduates in all areas combined should constitute perhaps a minimum of fifteen to twenty percent of the total student body within any university. Any smaller percentage will not provide the critical mass to give an effective graduate ambience to the university or to give the

graduate component sufficient strength to argue successfully for its share of the university's resources, and, except perhaps in a large university it might not permit the graduate school to offer the full range of courses and faculty necessary for a first-class education.

Moreover, it is difficult to conceive of a high quality graduate programme in one discipline without corresponding strength in related ones. In any country it is probably inevitable that only a very few universities can develop strength across the full range of social sciences and humanities, and in Canada with its limited population, this is even more likely to be true. In any case the disciplines vary in their need for cross-fertilization. But in planning graduate work, the desirability of areas, not just disciplines, of strength must be stressed as an ideal.

If we are not to short-change our students, if we wish to produce graduates who can claim mastery of their subject, then we must recognize that graduate education should take place only in those institutions which have amassed the concentration of resources required and which have demonstrated their commitment to excellence. In these terms, it must be said that few Canadian universities, or departments, are presently equipped to offer the quality and breadth of graduate training we desire. Instead our resources are thinly spread-out and fragmented. Departments in various universities are beginning to establish programmes within limited areas of specialization while failing to develop a strong programme covering the core fields of each discipline. This pattern leads inevitably to the waste of very limited resources.

It must also be realized that the overall demand for places in graduate education is likely to remain limited, at least in the near future, both because of the need to recruit only first-class students, and because of the restricted opportunities for employment. As a result, it is hazardous to envision a wholesale expansion of graduate education. Aside from any presumed absorptive capacity of the market place, the achievement of excellence in education at the PhD level requires that it be concentrated in a rather limited number of institutions and departments, each of which offers a very strong and well-rounded programme in a specific set of disciplines. Those that will achieve international stature in the social sciences and humanities are likely to offer a full range of disciplines with the highest quality of graduate instruction.

This perspective implies the need for rationalization within Canadian graduate education. Given the high prestige attached to having graduate programmes and teaching graduate

students — and given the perverse effects of formula-financing in some provinces — most of the pressures are the other way, towards a proliferation of programmes each of which is limited or inadequate.

It is difficult to suggest means by which this rationalization could be achieved, or to suggest ways in which excellence could be fostered and rewarded. The Canadian constitutional structure militates against a much more direct federal role in this area, and in any case we are reluctant to suggest yet another bureaucratic coordinating agency which would supervise and direct the activities of universities.

The first responsibility for developing excellence in graduate education lies with the universities themselves. Each must decide whether, and in what disciplines, it is going to make the strong commitment to graduate education that excellence requires, and how rapidly, if at all, it is going to broaden its range of offerings to cover all the basic disciplines in the social sciences and humanities. Half measures are not good enough. Resources in the university may have to be shifted in order to provide additional quality staff, attractive financial support for students, work loads commensurate with adequate student supervision and research, and the like in those departments where full-scale graduate work is to be pursued.

At the provincial level, government actions may help promote rationalization. Here, however, political pressures towards dispersal of resources may compete with the desire to promote excellence.

The Canada Council has the potential to become a positive force in rewarding and encouraging excellence in Canadian graduate schools. In the past, the Council has played only a passive and minor role in the development of Canadian graduate education, limiting its efforts to providing fellowship support to individual students. On the other hand the Council does have a responsibility to be more concerned with the kind of graduate education received by its fellowship holders than it has been in the past. It is the only national body with a general overview of graduate studies and research. Its mandate to promote independent research gives it a responsibility for the training of those who are to be engaged in such activity. We shall not advocate that the Council take on a direct planning or administrative role. But we shall later suggest that it use a variety of the means presently at its disposal to reinforce excellence in graduate education and thereby to permit and encourage the emergence in Canada of at least a few centres of internationally recognized excellence.

One such means may be mentioned here. However desirable it might be, the fact remains that few graduate departments are able to offer strength and expertise in all aspects of their discipline. For some specialties, it would be quite unrealistic to expect all departments to develop expertise, even if the goal of overall strength were to be achieved. This means that students may often find themselves wishing to work and study at other institutions in order to meet their particular interests. The Canada Council might facilitate this interchange in two ways. First, it could provide travelling fellowships, by which travel and living costs would be provided a student who wished to use specific courses or facilities or study under specified instructors at another university, for periods of a term or six months. Second, for students engaged in research, the programme of summer institutes or workshops set out in Part III would facilitate pooling of resources and challenging contact between students and faculty with shared interests.

Our Task Force recommends that:

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- 4 *the Canada Council in all its policies seek to reinforce strength in graduate education in those few universities that are clearly committed to such education*

 - 5 *the Canada Council take into consideration in its assessment of such a commitment the degree to which a university seeks to offer full coverage of all basic disciplines in the social sciences and the humanities and the extent to which each department in these areas within a university seeks to offer full coverage of all the core subfields within a given discipline. The Canada Council should pursue policies that concentrate resources in a few comprehensive universities with comprehensive departments in the social sciences and humanities rather than policies that spread limited resources evenly across all universities*

 - 6 *the Canada Council facilitate the temporary interchange of students among universities by a programme of travelling fellowships through which travel and living costs would be provided a student who wished to use specific courses or*

facilities or study under specific instructors at other institutions for up to six months

B Organizing the University

1 The status of graduate education

Once we assert in general terms the importance of a graduate education and the likelihood that overall excellence in the humanities and social sciences will be concentrated in a few universities, it follows as an inevitable corollary that we must stress the important role graduate programmes should play within those universities. Two central questions arise: what status should a school of graduate studies have within the university's administrative structure? How can the university as a whole best support its graduate school?

To answer these questions one needs to begin by briefly establishing an historical perspective. Since we have not studied the examples of other universities, we cannot generalize about the Canadian situation. But it is our impression that because of the rapid expansion of graduate education, schools of graduate studies have been simply tacked on to existing undergraduate university structures. It is probably safe to say that in most Canadian universities graduate programmes have evolved in response to the opportunities of the moment. As a consequence, the graduate school has tended to be regarded as a kind of poor relation, someone who must be supported by the family but is seldom consulted on family affairs. There is no clear articulation of the place of graduate studies in the university or of its priority. Few attempts have been made to gather data which could show the distribution of resources as between graduate and undergraduate instruction. As we have suggested earlier, the faculties or schools of graduate studies, and their deans, appear to have a relatively minor role in decisions about the allocation of resources, or about hiring, promotion, tenure, and the like.

We do not advocate complete autonomy for graduate schools; nor do we support the idea of having a totally separate and distinct graduate faculty. But a stronger role for graduate schools in planning and decision-making within universities which stress graduate education is most important. Better data are required to

facilitate planning of graduate programmes and to permit a clear-sighted allocation of resources. The quality of graduate instruction – including especially supervision – should explicitly be made part of the criteria for promotion, tenure, merit salary increases, and so on. Assignment of teaching loads should not necessarily weight graduate instruction more highly than undergraduate instruction, but should explicitly recognize graduate supervision as part of the teaching load. Finally, it is not known at the moment how much the university income formula leads to the undergraduates' subsidizing the graduates or vice versa. The rapid growth of graduate programmes suggests that graduate students subsidize undergraduates and experience indicates that in some universities this is definitely the case. More research is needed on this matter, and it should be ensured that staff and university input into graduate programmes is in reasonable proportion to the funds those students bring in. The thrust of our comments above is that one cannot have half measures here; if there is to be a graduate programme it must be a strong one, and its development should be central in the minds of university administrators.

In considering applications for institutional support for universities, the Canada Council should satisfy itself that they have taken steps to organize themselves for quality education in these ways.

Our Task Force recommends that:

7 universities should collect more complete data on the relative roles of graduate and undergraduate education; should ensure that quality of graduate teaching and supervision be among the criteria for promotion, tenure, and salaries; and should ensure that schools of graduate study and their deans have greater influence in the decision making process

8 The Canada Council should require the collection of such data as part of applications for institutional support and should consider the university's commitment to graduate education, as revealed by such data, in assessing these applications

2 The place and function of interdisciplinary studies

The traditional organization within the university responsible for graduate education has been the department specializing in a particular discipline. It is commonplace to note the emergence of a new institutional focus within the university: the centre or institute which brings together a number of different disciplines for the consideration of both old and new problems. Some of these institutes have been organized for professional or vocational training. Others seek a new focus for the traditional PhD degree.

Departmentally organized disciplines have sometimes been noted for their guild spirit and reluctance to cooperate with adjacent disciplines even when the problems to which they address themselves seem to cry out for interdisciplinary efforts. Institutes are at times the cutting edge of change for universities in that they permit new combinations of intellectual traditions and new foci for research and teaching. They may reflect new shifts taking place in intellectual life especially in those grey areas between the disciplines. Cross-disciplinary groups may encourage fresh approaches in the identification of basic problems and draw the social sciences and humanities together in new and interesting ways. They represent a major device for change in areas within which graduate teaching and research may occur.

The interdisciplinary PhD for some may serve as the cutting edge of change. But the mixing of the disciplines may also add flexibility to higher education in a very different way. The growth of various combinations of the social sciences and humanities in vocationally oriented programmes, for example, permits the university to demonstrate the degree to which its knowledge may have some significance for the solution of social problems. Policy analysis institutes, planning centres, institutes for the study of poverty, centres for urban study and the like often represent efforts to create for the social sciences schools of applied science corresponding to the professional schools of the natural sciences. Earlier we spoke about the vocational pressures on the integrity of the PhD as a research and teaching degree. Here we wish to stress the positive aspects of these efforts by the university to apply its social and humanistic knowledge for social purposes. If we now consider these interdisciplinary centres as the emerging professional schools of the social sciences and humanities, where they are effectively organized and seek to retain a high level of professional competence in their staff

and curriculum, they can make useful additions to the intellectual life of the university.

Interdisciplinary institutes of this kind need not be competitive with the basic disciplines — especially if they can offer professional rather than PhD degrees — except insofar as they may draw off the vocationally-oriented student. But this is surely desirable since it keeps him within the university and thereby provides him with the opportunity of attaining a relatively high level of competence. It behooves the basic disciplines to devise ways in which they can shore up the quality of offerings in such professional institutes much as they have sought to do, in the best graduate schools in other countries, for the schools of law, business, and public administration. 'The challenge of the next decade,' it has been said, 'will be in finding ways to preserve this primary focus [on basic research] while at the same time introducing concern and respect for the intellectual challenge of application, and in establishing an environment in which application stimulates basic research and scholarship.'³

Although often seen as useful for these two purposes — as new foci for the PhD itself or as recombinations of knowledge for applied goals — interdisciplinary centres may, however, in some forms be inimical to effective graduate education. Education at this level requires the development of certain skills: training in a well-defined and well-established method, language, and set of concepts; the acquisition of acceptable standards of validation and assessment; the development of an ability to criticize, synthesize, and conceptualize; and the learning of well-honed research skills in depth. Experience indicates that the attainment of these goals requires systematic immersion within a discipline.

Furthermore, the central significance of the disciplines lies in their theoretical development. Through trial and error over long periods of time they have defined the basic elements of the problems with which they are concerned. For better or worse they have identified central issues that require investigation, and although the definition of these issues may periodically undergo what have been called scientific or conceptual revolutions, qualitatively the new problems are of the same kind, namely, fundamental in character.

To place this emphasis on the disciplines in no way detracts from the potential effectiveness of interdisciplinary research programmes for the PhD. It is rather a warning that an interdisciplinary approach has no particular merit in and of itself. In fact it may even

be destructive of effective graduate education and research if it consists simply of an ill-conceived hodge-podge of courses put together because of the dubious appeal of breadth of training for its own sake or because of topical vocational interest in an area.

Whatever the merits of a particular case, by virtue of the fact that institutes and centres divert resources and faculty away from departments, a university needs to exercise the highest wisdom and greatest self-restraint in allocating its scarce funds for these purposes. The same constraints hold for the Canada Council. Our basic apprehension is that institutes and centres, whether for professional purposes or for a research PhD, may often be grafted onto universities not as a result of clear educational decisions made by the university and its faculty, but because of aggressive initiatives of individual persons or outside agencies. To the extent that an excessive proportion of a faculty becomes involved in such ventures, the tail may end up wagging the dog, and in the case of institutes, graduate education and the teaching role of the university in general are likely to find themselves at the bottom of their list of concerns.

To protect the university from these real dangers, means must be devised for the continuous objective re-assessment of interdisciplinary teaching and research programmes whatever their institutional structure. Provision should be made for their automatic termination after a specified number of years unless after thorough review, by outside as well as internal assessors, positive approval is given for their continuance. After two or more renewals we could assume that such interdisciplinary efforts had probably attained the status of a new and permanent discipline or professional school as the case may be.

Our Task Force recommends that:

9 *in assessing proposals for the establishment or continued support of multidisciplinary centres, institutes, or committees the implications for graduate education be carefully considered, both by the university and the Canada Council*

10 *the Canada Council should not initiate the formation of interdisciplinary institutes; should contribute to their support only after a competition involving assessment by the Council, the university, and all interested departments; and*

should support such institutes only if it is fully satisfied that they remain under the control of the university and its faculty, and not of any outside government or private agency

3 Relationships of graduate and undergraduate education

Related to the issues of the place of the graduate school within the university and the disciplinary nature of graduate programmes is the question of the ties between graduate and undergraduate education. It might legitimately be asked: What effect would the Canada Council's policies to encourage centres of graduate excellence have upon undergraduate education? If graduate programmes are encouraged to grow in a relatively small number of universities, how will this affect the quality of undergraduate education in both those universities with extensive graduate programmes and in those without them?

There is some tension here, but not of a serious kind. Although a graduate programme can enhance the quality of undergraduate education, the absence of extensive graduate programmes does not necessarily interfere with the growth and maintenance of excellent undergraduate education. The latter point can be defended very simply by pointing to the high quality of education in many Canadian universities prior to the expansion of graduate education. Universities such as Queen's have for years had sound and respected undergraduate programmes. Many small liberal arts colleges in the United States offer superior undergraduate degrees and give their students an education which well prepares them to undertake graduate work elsewhere if they so wish.

A decision to establish or maintain a graduate programme within a university, we have argued, thus requires a major commitment and is consistent with superior undergraduate education everywhere. Interdisciplinary programmes have an appropriate place within an effective graduate school but universities must be circumspect in their consideration of each new proposal. Graduate studies as a whole must be fully integrated into university planning and budgeting. Although government financial decisions obviously greatly affect the resources available to pursue graduate studies, much can be done within the university itself. The priorities and goals of faculty and administration are crucial. How much do they value the graduate programme? How concerned are they with the needs of graduate students?

C Within Departments: Planning and Programmes

Important as the framework and organization of the university is, it is the quality of life in the classroom, in supervision, and in research that must be a central concern. The issues here are often qualitative and vague, and it is difficult for any outside agency adequately to assess how well a programme works. Nevertheless we feel it necessary to raise these questions and to urge the Canada Council to consider them, since it is at this level that graduate education really goes on.

There is clearly no single best way to organize a graduate programme: disciplines and universities vary too much. Nor can any rules and regulations replace the simple need for good professors and good students. If they are present, the rules largely take care of themselves. Therefore we do not propose to sketch out a complete 'ideal model' of graduate education, but rather to highlight certain general aspects and problems.

1 The structure of the graduate curriculum

Developing out of a combination of the American and British traditions, most Canadian PhD programmes involve a combination of three elements: course work, comprehensive examinations, and preparation of a thesis. The relative balance of these elements may properly vary both by discipline and departmental approach. Nevertheless, the place of each element within the PhD programme is seldom explained clearly. The development of a rationale for a graduate programme would no doubt be a challenging experience for the students and faculty of a department.

Courses are important for several reasons. Given the nature of Canadian high school and undergraduate training, even those with honours BA's in a subject have seldom developed an adequate breadth and depth of knowledge for courses at an advanced level to be abandoned. Levels of preparation will vary greatly among students from different universities. It is important that, as career interests shift, students be permitted to pursue graduate work in a discipline different from that of their undergraduate major. The other primary justification for course work is that students benefit greatly from the interaction with each other in the classroom situation. Studying alone in the library and talking individually with a professor are important but cannot replace the sharpening of skills among groups of students.

We envision that most graduate programmes will require courses of two types. First are what might be termed foundation courses, those examining the basic issues, problems, and approaches within the major sub-fields of each discipline. For those without background they would provide an advanced introduction to the fields; for those with previous experience in the area they would hone their skills preparatory to the comprehensive examinations. The subject matter of such courses might appear to be similar to some undergraduate courses, but the approach must be very different. Graduate courses ought not to be mere continuations of undergraduate ones. They must be qualitatively different, in depth, in critical assessment of the literature, and in expectations about the independent contributions from the students. In general, we do not favour the practice of having joint graduate-undergraduate courses. The graduate curriculum should be clearly distinct. Second, there would be research seminars in which students and professor together probe the limits of knowledge. Such seminars may indeed generate new knowledge and even publications, and they promote the skills and habits of mind – independence, initiative, critical creativity – essential to successful thesis writing and later research.

The place of comprehensive examinations is greatly misunderstood. Rethinking old debates and absorbing the conventional wisdom are important, for it is usually on existing knowledge that new departures are based. It is reasonable that the graduate programme should look backward to where a discipline has come from, and forward toward developing new knowledge and skills. Comprehensives provide the student with an opportunity to synthesize what he has learned, to ask where we are and to cast constructive doubt on existing knowledge. The preparation, as well as the examination itself, is what is important. Probably never again will a student have quite the awareness of a whole field that he has when doing comprehensives and the opportunity to think through the validity and utility of whole branches of his discipline. Indeed, we would like comprehensives to be seen not only as devices for evaluation and weeding out, but also as a pedagogical tool. They should not be eliminated, but the tremendous psychological hurdle they pose in many departments at the moment must be reduced.

The thesis is the third important component of the programme. We reject the idea of nothing but the thesis. The thesis is designed to ensure that the student is capable of sustained, independent, and original enquiry. It need not and should not be a lifetime's work.

Indeed, in evaluating thesis topics, departments and the Canada Council should ask not only about the intellectual quality but also about the feasibility of its completion in a reasonable period. It is our impression that in most universities the thesis is left too much to a one-to-one relationship between student and supervisor. There are real dangers here: the student may be forced into a glorified apprenticeship role working on his professor's problems, or conversely he may be ignored. We think it important that both approval of topics and supervision during the research and writing be a group responsibility within the department.

There is much to be gained from extensive contact with others working in similar fields. Given the small size of many Canadian graduate programmes, students often find themselves working alone. For this reason the programme of summer institutes proposed in Part III will be a valuable addition to the quality of thesis work in Canada.

2 Typical major problem areas

Within this broad outline of a graduate programme there remain a great many 'pressure points' of difficulty common to many departments. A major problem in Canada is the length of time that students take to complete their doctoral programmes, and the large proportion who never do so. It is well-known that an inordinately high number of students do not complete their degree. There exists among both faculty and students considerable confusion and uncertainty about what the expectations and standards are at each stage.

One response to this uncertainty is to consider all of them as very large hurdles. This results in a tendency to proceed slowly through the programme: the assumption that comprehensives require a student to have comprehensive knowledge of a discipline means months are spent preparing for them; the belief that the thesis should be a major book or be the basis of a lifetime's research prolongs that exercise. Moreover, the lack of an established rationale for graduate programmes has led in some universities to a constant changing of rules and regulations. Much graduate student disaffection appears to stem not from the rules themselves but from vagueness in standards and expectations. It is thus a matter of urgency that departments develop a clear logic and rationale for their programmes and communicate these to staff and students alike.

The quality of a programme can be no better than the quality of students and staff in it. Students need a considerable number of other able students with whom to interact. There are two problems here: first, many programmes appear so small that the critical mass required does not exist; second, the rapid expansion of graduate programmes and the desire of many universities to keep numbers up has led in the past to the recruitment of many students who were unlikely to complete the programme, or to make a distinguished contribution after graduation. The nature of academic life renders it imperative that entrance standards be high. Only those students who have a very high probability of successful completion should be admitted at the PhD level. Both student and university risk less in an MA programme. Entrance standards there can be less rigorous.

Related to this is the question of student evaluation. It is our observation that a large proportion of those who fail to complete are winnowed out at the comprehensive stage, or even later. By that time, students have invested a great deal of effort and money. Many of them might have been saved much sacrifice and disappointment had they left the programme at an earlier stage. This requires not only tougher admissions standards, but stricter grading during courses, and more constant feedback to the student of the impressions of his instructors.

We have already stated that it would be fatal to graduate programmes if they were constantly to try to second-guess the market in designing curricula and requirements. Nevertheless departments cannot ignore the career needs of their students. Departments themselves should accept some considerable responsibility for assisting their students in this matter. At the national level, learned societies and bodies such as the Social Science Research Council of Canada and the Humanities Research Council of Canada should both try to develop more effective means of communication concerning job openings. They should explore means of bringing to the attention of governments and other non-academic bodies the nature of the skills PhD graduates are likely to possess.

Some even more intangible – but nevertheless real – problems must also be discussed. It is easy enough to spell out the ideal and to provide high-minded rhetoric about the purposes and nature of graduate education. It is more difficult to deal with the obvious fact that there is often a large gap between the rhetoric and the reality. This, together with the ambiguities and tensions inherent in the graduate student's role have created a sense of bitterness. To some extent, therefore, mere changes in regulations, programmes, and

courses often avoid the underlying causes of dissatisfaction.

It should be stressed, however, that student dissatisfaction often stems not from the so-called 'graduate-student malaise,' but from real failures in graduate programmes. For all the rhetoric about a community of scholars, the student is almost entirely dependent on his teachers. Too often his teachers are incompetent, uninterested, or both. Some have never completed a thesis themselves; some have never written an extended monograph. Standards, expectations, and evaluations are often poorly communicated. Many of these problems relate to course work, but the most difficult involve the most important relationship of the graduate student's career, that with his supervisor at the comprehensive examination and thesis level. The tyranny of the domineering or incompetent supervisor is a frequent and often justified complaint.

Faculty have a collective obligation to monitor such relationships, to ensure that exploitation does not occur and that effective guidance and support are being offered. Colloquia, in which a student submits draft chapters of a thesis for criticism and advice, and the inclusion of more than a single faculty member in a thesis supervisory committee are vital means for alleviating these problems. More concretely, procedures must be developed to ensure that students are free to complain about professors, and to change courses and supervisors without penalty. In the same way, there is an obligation to develop effective communications between faculty and students, and to ensure a graduate student role in departmental decision-making. Wherever possible, faculty should involve students in their research work, not only as paid assistants, but also in courses and informal discussion. Departments must clearly set out the requirements and expectations at each stage of the programme and ensure they are communicated both to students and staff.

3 A monitoring role for the Canada Council

The Canada Council has an important stake in programmes within individual departments. Whatever the level of financial support for graduate fellowships and however successful the selection of the best among the applicants, if Council fellows then enter a poor graduate school the support of the Council will be of little avail. For this reason we have thought it useful to sketch out a few of the major prerequisites for high quality graduate instruction.

We would recommend that the Canada Council keep in close contact with administrators and individual departments, in the

most promising universities at least, to assure itself that they are aware of the minimal requirements for developing an internationally competitive graduate programme. Some means must be devised for keeping under continuous scrutiny the quality of students admitted, the types of curricula, the rigor of standards used, the nature of student guidance and supervision at every stage, the conditions affecting the completion rates of the PhD degree, the criteria for recruitment of staff, and the competence of staff as measured by teaching skills, productivity, international recognition and the like. This proposal does not mean that programmes would or should be standardized according to some preconceived format or that freedom to experiment should be restricted in any way. The Canada Council need only be concerned with the quality of students and staff and the standards used, not with the actual structure of the particular programme.

The Council can go even further. It could support periodic intra-university conferences of scholars and administrators engaged in graduate work at the most promising universities. These conferences might discuss the aims and objectives of graduate education at the institution, compare programmes in different departments and faculties, consider standards and procedures used, and the like. The objective would not be to obtain homogeneity among departments but only to widen perspectives, stimulate new ideas through internal debate and discussion, and generally lend an air of importance to the graduate component of the university.

Similarly because of the Council's necessary concern with standards it should use its funds to support research by scholars to help generate model PhD programmes and new ways of organizing departments around their graduate components. The Council could be receptive to proposals for new kinds of courses and curricula, always making certain that provision is made for evaluation of the results. Here as elsewhere, the intent of the Canada Council should not be to compel performance, which is in any event probably beyond its powers, but, through serious research by scholars, to provide alternative possibilities for voluntary action. In this way the Council can provide the needed stimulus to rapid and imaginative improvement in graduate education.

Our Task Force recommends that:

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- 11 *the Canada Council should arrange for the continuous accumulation of standardized information about graduate*

programmes in all disciplines, by departments; this information should be used by assessment groups drawn from the disciplines, to nudge departments into moving in the appropriate direction for upgrading their programmes

12 within the most promising universities the Council should fund conferences devoted to an assessment of their own graduate programmes across the disciplines and of the way in which their graduate structure relates to the rest of the university

13 the Council should be receptive to proposals for research into and experimentation with alternative methods of graduate teaching in order to stimulate voluntary improvements by departments in all the disciplines

14 through periodic conferences on selected aspects of graduate education the Council should seek to sustain a continuous dialogue in Canada on specific ways for achieving necessary improvement

The Canada Council's Fellowship programme has been extremely successful in meeting the needs of many Canadian graduate students. Its extension appears to us the most logical way of maintaining the Council's role in graduate education generally. Indeed, we recommend that Canada Council spending on graduate education should increase, and that it should envision supporting a much larger proportion of the total number of doctoral students. We see no alternative but that the Canada Council maintain its position as the major source of doctoral student assistance in the country.

Our basic principle is that students considered capable and who are progressing at a satisfactory pace through a graduate programme should be entitled to adequate support to ensure their continuance in the programme for a maximum of three years of doctoral study beyond the MA. At the moment, the financing of graduate students is somewhat chaotic. The Canada Council provides the most generous and systematic source of funds. During the past few years about a third at most of all doctoral students in the social sciences and humanities in Canada have held Canada Council awards.⁴ Another minority of students finds itself with no public support at all. In between is a large number financed from a bewildering variety of provincial government fellowships, research and teaching assistantships, government loans, and university endowments. Universities, governments, and specific fellowship granting agencies have sometimes conflicting regulations concerning such matters as additional funds which may be earned, the number of hours which may be worked, and the like. As a result, students in similar situations may find themselves with widely varying levels of support; support may diminish just when the programme is nearing completion; students find themselves with very different workloads; and departmental admissions officers find themselves trying to juggle complex mixes of fellowship and teaching assistance aid in order to ensure some fairness in it all. And this occurs, of course, in a period of declining overall support, with the cutting back of such programmes as the Ontario Graduate Scholarships and increasing pressure on the teaching assistance

part of university budgets. Clearly some considerable rationalization is required.

No easy solutions exist, but some suggestions may be made. First, in order to facilitate completion of programmes, all graduate financing agencies should commit themselves to a policy of supporting students through to completion of the degree, so long as that is done within a reasonable time. We consider three years from the completion of the MA a sensible target. Second, there is a major anomaly in Canada Council policies. Faculty may apply for research grants but cannot as part of the application receive time released from teaching; PhD students, on the other hand, may receive support for their time, but except for travel to the research site and an allowance for typing of the thesis, no provision is made for them to receive grants to defray the costs of research necessary for the thesis. This greatly limits the range of possible topics for students in many fields. The Canada Council should, therefore, take cognizance of the expenses that may be involved in superior research at the dissertation level and should make the necessary funds available to graduate students.

Third, in order to support as many students as possible, the Canada Council should consider the use of loan funds for support of students in their fourth year of the PhD programme. This would not only free funds for other students, but also provide a strong incentive for rapid progress towards the degree. If this procedure were adopted, repayment schedules should be related to future earnings so that a student who finds low-paying employment would repay at a slower rate (and repay less in total) than one who reaped a large financial reward from his education. It has been argued that even loans of this nature provide a strong disincentive for low-income persons to enter university. It is not likely that this would apply at the doctoral level. In fact, the opposite is probably the case. The present system of outright grants constitutes a redistribution of income in favour of higher income classes; the introduction of a loan component in doctoral support would help to redress the balance in favour of low-income classes.

Fourth, we suggest that the Canada Council limit its graduate fellowship programme to students at the PhD level, rather than expand it to encompass master's students. The Council now meets only about a third of the needs at the PhD level and should concentrate its efforts on increasing the proportion. Other sources of funding are more readily available for students in master's degree programmes of various kinds. Students working for the MA often

have not yet made a commitment to a life of scholarship and teaching. Furthermore, many master's degree programmes are now designed to provide professional training oriented directly towards the current job market. The Council's mandate is not to support such enterprises, but instead to foster scholarship and the growth of knowledge. This is best done through the PhD programmes in established disciplines.

We have been unable to collect enough data to undertake a thorough analysis of the recent trends in levels of graduate student support. But the impressionistic evidence that we have seen — primarily about incomes derived from fellowships and teaching assistantships at Queen's and in Ontario — strongly suggests that student incomes have risen much less quickly than the rate of inflation, and less quickly than the rates of remuneration for other members of the university community.⁵ The consequences can only be hardship to individuals and a further narrowing of the social base from which graduate students are drawn.

Although much of the student's deteriorating financial circumstances is due to decisions by provincial governments and universities to raise fees and restrict students' wage rates, a major responsibility for preventing further deterioration lies in making the amounts of the major awards more adequate. All major awards now also have restrictions on the amount of additional earnings a student may receive through teaching or research assistantships (\$2,000 for Canada Council Doctoral Fellowships, and \$2,400 for the Ontario Graduate Scholarships). Council awards, and those of the Ontario government, also limit the number of hours a student may work. The latter restriction is a sensible one, and the number of hours which may be worked should not be increased. This helps to permit the student to focus his main energies on his programme. Limits on additional income earned, however, are superfluous in view of the hours regulations, and have sometimes led to situations in which Canada Council award holders teaching part-time are used as a source of cheap labour. We therefore urge that doctoral award fellows be allowed to work no more than seven hours per week, and that those who work within the university be paid at the full institutional rate. In addition, at a time of rapid inflation, fellowships should be indexed to an appropriate measure of the inflation rate. Moreover, in many cases, Canada Council fellowships must pay for both tuition fees and a living allowance. The wide variation in university tuition fees means students with the same fellowships are actually in very different financial circum-

tances. Therefore the Council should consider making its fellowship awards in two parts: tuition, which would vary according to the institution selected, and a living allowance, which would be the same for all.

Finally, there is too much uncertainty about the criteria the Council employs in assessing applications. It needs to clarify these and to publish information about any discernible trends with respect to the applications which are refused. It is particularly important that the Council make clear to the academic community the way in which the rankings supplied by departments are used and that it make clear the importance attached to the quality of the university or department. Similarly, the allocation of fellowship support among disciplines needs to be made public. These goals could be achieved through a more complete reporting of results of the fellowship programme in the Council's annual report. Such information would assure the academic community that the Canada Council does consider these matters and it would offer the opportunity for a public dialogue about them. Finally, it is important that doctoral award holders whose fellowships are not renewed be personally informed of the reasons for rejection.

Our Task Force recommends that:

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- 15 *the Canada Council support for graduate students should be limited to those at the PhD level*
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- 16 *students considered capable of and who are in fact moving at a satisfactory rate through a PhD programme should be entitled to adequate support up to completion of the degree, to a maximum of three years beyond the MA; to achieve this the amount of Canada Council spending allocated to graduate education should be increased, and a larger proportion of doctoral students should be supported by the Council*
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- 17 *the Council should consider adoption of a loan programme for the support of students beyond the third year of a PhD programme. Such a programme should include provision for repayment related to future income*
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- 18 *graduate students, whether or not they are holders of a Canada Council Fellowship, should be entitled to apply to the Council for funds to defray research expenses while working on the thesis*
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- 19 *the Canada Council Fellowship amounts should be related to an appropriate measure of the rate of inflation*
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- 20 *the Canada Council Fellowships should be in two parts: a variable amount for tuition fees and a standard amount for a living allowance*
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- 21 *the Canada Council restrictions on the number of hours of paid work a fellowship holder may accept should remain; but restrictions on the amounts that may be earned should be relaxed*
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- 22 *the Canada Council should clarify and publish its criteria for the awarding of doctoral fellowships and ensure fuller reporting of the distribution of awards in its annual report. Awards should be based solely on the criterion of academic merit*
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- 23 *those doctoral award holders whose fellowships are not renewed should be personally informed by the Council of the reasons for the failure to renew*
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The Canada Council today plays only a limited role in Canadian graduate education. Its primary involvement is passive, through its support of a substantial proportion of PhD students and a few MA students. It plays no role in assessing graduate education, in supporting individual universities or departments, in planning programmes, or in the provision of supporting services. The fellowship programme has declined in importance. The proportion of the Council's social sciences and humanities budget devoted to 'research training' has declined from a peak of almost 60 percent in 1970-71, to 40 percent in 1973-74.⁶ When we detected this sharp drop in funds allocated to graduate education, we were initially apprehensive that the Council had responded to an anticipated glut on the academic market by raising its fellowship standards and by reducing the number of awards, in order to restrict the number of new PhD's. A very close analysis of all the relevant data in the Council's annual reports, however, convinces us that this hypothesis was incorrect. We realized that while the number of PhD students had increased, the number of applicants for the Council's awards had dropped very sharply, and that the success rate for these applicants had remained fairly stable. Thus, while it does appear that the Council has not actively pursued a new policy of restricting its funds for graduate students, neither has it sought to define a broader role for itself in support of graduate education in the humanities and social sciences.

At the same time we have noted some major problems facing graduate education in the country. These include the dispersal of resources among a large number of institutions, the failure to develop a few outstanding centres of excellence, the need for better supporting facilities, especially libraries (see Chapter 7), the lack of data on the quality and performance of different graduate programmes, and the lack of effective coordination and planning at the national level. The question therefore naturally arises: Should the Canada Council take on greater responsibilities for the overall state of graduate education, or should it retain its present posture?

Three broad alternatives present themselves: first, to continue

the existing role of funding graduate students individually; second, to allocate such funding in order to promote other goals as well; and third, to enter more directly into the funding of graduate programmes themselves.

The needs outlined above suggest that the first possibility is no longer adequate to our needs. A major increase in the proportion of PhD students supported, as we have suggested, would be an important first step. But the Council should go further.

A strong case could be made for the second option. This would mean that in awarding fellowships to individual students, the Council would try to channel support to those institutions considered the strongest. For example, the institutions at which the fellowships were to be held could be specified. Alternatively, the Council could make grants not to individuals, but to selected universities or departments which would then award them on their own. Or, certain disciplines could be especially favoured in the competition.

Despite the attractiveness of this view, we reject it, for two reasons. First, it is an important and established principle that Canada Council awards are made to individuals and their right to select where they will pursue their programmes should not be limited. Second, we are confident that the choices made by the most able students will favour the best graduate schools and departments. If this is so, then even if fellowships are awarded solely on the basis of individual merit, the Council fellowships should automatically act to reinforce excellence in whatever universities it is found.

The third option offers the most promise. The Council has at its disposal powerful instruments by which it can influence graduate training. We do not advocate that this broader responsibility extend to direct involvement in planning and directing graduate education in the country generally; here the Council would be on dubious constitutional grounds. Moreover, to do so would be to reorient drastically the Council's mandate. It does not now possess the kind of administrative expertise or knowledge to engage in such a programme, and if it did, it might well become yet another layer of bureaucratic machinery with which universities would have to contend. Instead, we recommend a more modest role, in which the Council would seek out, support, and reinforce excellence in graduate work, as described earlier, and would use several of its programmes to achieve these goals.

For example, increased support to libraries, as recommended in

Part III, should be channelled to those universities demonstrating a commitment to more effective graduate work. Similar criteria should be used in the allocation of funds for those Post-Doctoral and Research Fellowships suggested in Part III. Such developments would ensure that departments would be better equipped to provide first-rate education and would serve as a signal to potential staff and students, indicating departments of superior quality. Similarly, the summer institutes discussed in Part III permitting contacts among graduate students from across the country working in common fields could be located in the best departments.

The principle underlying all these programmes should be to reinforce strength, rather than to shore up weaknesses, and to promote the concentration of graduate resources rather than their dispersal. The single exception to this rule would be for the Council to consider proposals to strengthen relatively weak departments when their health is necessary to effective graduate work in neighbouring disciplines within a given university.

These proposals inevitably require the Council to make difficult judgments about quality, and this it may not be well-equipped to do. We suggest, however, that the Council, through its administration of both research grants and fellowships, does in fact possess more information relevant to quality than any other institution. Moreover, we do not anticipate the Council making these judgments alone. All the programmes suggested here should be administered on a competitive basis, much as awards to individuals are, with universities or departments being required to make a case for support, and panels of academic representatives making the recommendations. The peer group assessment system would apply here as in all other areas where qualitative judgments about scholarship are made.

The Council should also consider two other devices for supporting graduate education. First, it could recognize its own responsibility for the quality of education received by its fellowship holders through attaching to the individual fellowship award a special grant-in-aid-of-education to the university attended by the fellows. This should only apply if the award is held at a Canadian institution. This grant would aid the university in covering part of the real costs of graduate instruction.

Second, the Council might explore the possibility of providing bloc development grants to selected universities and departments, again on a competitive basis. Similar grants have been used by the National Research Council for the natural sciences. Under this

programme, the Council would consider applications for broad-scale support for a five year period. The support might include a package of assistance for building library collections, for providing fellowships, for bringing distinguished visiting scholars to the university, and so on.

With measures such as these, the Council could become a potent force for promoting excellence in graduate education and for encouraging the concentration of resources in those few universities that are likely to make the necessary commitment to excellence. This would serve the overall mandate of the Council to stimulate the advancement of scholarship in the social sciences and humanities, at least as much as does the programme of research grants to faculty scholars. The quality of that research depends largely on the quality of the training we provide future faculty members while they are still in graduate school.

Our Task Force recommends that:

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- 24 *the Council must assume a wider responsibility for the development of excellence in Canadian graduate education*
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- 25 *the Council should consider the introduction of a programme of block development grants to promote excellence in Canadian graduate education*
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- 26 *the Canada Council should not consider as part of its responsibility the support of graduate education for specific vocational purposes; it must direct its policies and practices toward retaining the PhD as a research and teaching degree*
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- 27 *the Canada Council should increase the proportion of PhD students in the humanities and social sciences supported through its fellowship programme*
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- 28 *support for libraries, and the allocation of funds for research chairs, post-doctoral fellowships, and summer institutes (discussed in Part III) should be based on the principle of*

reinforcing strength, and should be awarded on the basis of competitive applications

29 the Council should consider attaching a supplementary grant to the institution to go along with doctoral fellowships

30 all awards, whether to individuals or institutions, should be made on a competitive basis with assessments provided by scholars in the relevant fields

Research



The aspiration towards internationally acceptable standards of excellence and the sense that we can and must do better in the conduct of graduate education in Canada, underlie our discussion of research in the university. Much excellent scholarship has been and is being done within Canadian universities; the Canada Council has played an outstanding role in contributing to these results. At the same time, we are concerned by the rather low priority given research within many universities and by the relatively small share that independent, critical, or pure research receives in the overall financing of research in Canada. The stimulation of such research is vital to the purposes of the university and to the growth of knowledge. The Canada Council must not be diverted from its traditional role as the supporter of undirected basic research. More important, the place of free research within the framework of financial support to basic scholarship in the social sciences and humanities in the universities must be reinforced and expanded.

A The Nature of Basic Research

Research is a central mission of the university. It contributes to our fundamental understanding of man in society. It is a creative activity that enriches teaching. It provides for scholarly communication within the academic world. In the humanities it broadens and deepens our understanding of the manifold expressions of the human mind, partly by exploring the literary, philosophical, and artistic works of others, in our own culture and elsewhere, and partly by engaging in the very process of creative formulation of new values and images of the world. By exploring the ways in which men – often those removed from us in time, space and culture – have expressed themselves about the relationships between man and nature, man and other men, and man with his inner self, we enhance our knowledge of ourselves. In the social sciences, research typically seeks to discover order, pattern, and regularity in social relationships and to understand and explain this apparent order historically as well as in the present.

Within the university, research is conducted for a variety of purposes, one of which is to meet the needs of numerous patrons among which governments loom large. Governments at all levels are major consumers of knowledge and impose their own demands on the scholar. The concepts and analytical skills of the social sciences are especially useful to governments which have assumed enormous responsibilities for the social and economic welfare of their electorates. The research undertaken in universities under the direct auspices of government fall into two categories. First, there is mission-oriented research where the definition of the task is related to specific applied problems requiring investigation and solution. Such projects may have to meet the particular requirements of sponsoring agencies, and must often be executed in a very limited time. The time-frame here is important; sponsoring agencies are looking for quick results and immediate benefits. Because scholars have so little to say about their formulation and because time constraints are often severe, such research projects may only incidentally produce important new insights in the disciplines from which the personnel are recruited.

Second, governments also sponsor what has been called problem-oriented research. Here scholarly inquiry has wider opportunities, often within the context of studies which require major research endeavours to provide the basis for framing and evaluating policy. The research undertaken by such Royal Commissions as those on Dominion-Provincial Relations, on Taxation, and on Bilingualism and Biculturalism has proved to be valuable for the collection and assessment of much evidence and the analysis of numerous social problems in basic terms. Useful research results have been possible because such government studies usually impose fewer constraints on the curiosity of the researcher and on the paths he follows in the pursuit of solutions. Problem-oriented inquiries of these kinds provide scholars with research experience that may be reflected to advantage in the disciplines from which they come.

In the past, mission-and problem-oriented research, however, have been secondary to the main concern of the university, namely free or basic research. We need to dwell for a moment on only the most critical difference that separates basic from other kinds of research.

In its initiation, especially in the social sciences, basic research may be suggested by some immediate issue or problem – such as the cause of economic cycles or the concentration of power in

society. But in its objectives fundamental research seeks for the deepest level of understanding and explanation. To achieve this, an initially whole problem is decomposed into researchable parts as suggested by the available theory or conceptual schemas. As the research continues the inner logic of the process of inquiry begins to take on a life of its own and becomes incorporated in a new body of theory. The theory is a form of recomposition of a problem for purposes of richer understanding. The theory rather than any immediate social problem then establishes criteria of significance for subsequent research. In the process the scholar may be led into areas of inquiry that appear to be and are, in fact, remote and unrelated to the immediate social problems that might have initiated the research.

It is because of this need to decompose and then reconstitute a social problem in new theoretical terms that basic research must operate within a far broader time-frame than does mission-or directly problem-oriented research. The expectation is that in time the basic research will indeed have some significance for human affairs. Yet because the fulfillment of this expectation may lie in the distant future, even beyond the lifetime of the particular research worker, his motivation cannot be bound to a hope of seeing some immediate application of or utility for his findings. He must pursue his research for its own sake. He must be free to select his problems as dictated by his own judgment of theoretical relevance and feasibility, for which he hopes to get confirmation from his scholarly peers. In this freedom and independence of inquiry, history tells us, lies the true source of creative discovery and invention in the humanities and social sciences as well as in the neighbouring natural sciences.

Even though we argue that this basic research, which we find at the core of the university, is its own justification, it does have its social relevance. This relevance is, by nature, different from that usually associated with research in the service of government or other agencies concerned with pressing problems. This special relevance of a disciplined search for knowledge for itself appears less self-evident to many. Indeed, the oft-repeated demand for relevance, and for researchers to come down from their ivory tower, seems to imply that 'pure' research is little more than a wasteful luxury. It is not. As we have suggested, it is in the nature of the research process that basic research workers might easily seek their motivation in the aesthetic pleasure that the pursuit of understanding itself brings. But it must be emphasized that it is from this basic

research, that the tools, techniques, and concepts of applied knowledge itself will in the end evolve. More important, there is a danger that without the broader understanding of society and culture that emerges from research in the social sciences and humanities, the applied tools and knowledge will themselves be irrelevant in a wider sense. They will become mere techniques, little more than *ad hoc* responses to transient events.

We well understand that a government official may define relevance as what can you do for me today? But answers to that question will be meaningless without sustained study of the basic structures, values, assumptions, and meanings which provide the setting and framework of day-to-day events. In this wider sense history, English, philosophy, and the other humanities and social sciences serve society. They do so in ways that are complex, long-term, and dimly understood. But without an understanding of fundamental processes, our horizons narrow, assumptions become dogma. Nothing would be more dangerous than to assess such research by the crude yardstick of immediate costs and benefits.

As we have declared repeatedly, we cannot but recognize that the university is and must be an institution prepared to evolve in the face of changing social conditions. It need not exclude the provision of means for educating students who seek to commit themselves to mission- or problem-oriented research as we have indicated in Part II. Nor need it deny the opportunity of faculty to undertake similar kinds of research if they can justify it in terms of their broader interests as scholars attached to a university. It is these broader interests about which we speak, however, when we identify a central purpose of the university as research in the pursuit of a basic understanding of man in society.

Although the modern university may want to leave room for mission- and problem-oriented research — and universities may differ in the emphasis they give it — this commitment ought not to be made at the cost of the traditional purposes of the university for the free pursuit of knowledge. The ability to search for a fundamental understanding of human experience, unconstrained by the demands and particular purposes of sponsoring agencies, endows the university with its distinctive character. Only inasmuch as it can provide the setting and resources necessary for such activity can the university rightfully claim to be a place where research is freely pursued. While remaining responsible to those who provide its funds, the university must seek to walk the knife-edge between accountability and autonomy.

B Governmental Funding of Basic Research

Research has become an expensive undertaking — too expensive to be financed from the operating grants or private funds on which Canadian universities must rely. Governments have increasingly come to carry the financial burden of funding individual projects and of providing the assistance to create and maintain the necessary organizational facilities. The responsibility for support for this infrastructure will be discussed in a later chapter of this *Report*. Here we shall address a prior question pertaining to the financial support by governments for university research. What is the form and extent of this assistance at the present time?

The costs incurred in university research fall into two well recognized categories: direct and indirect. The direct costs refer to those that are directly attributable to the specific project being undertaken. These include the expense of research assistance, secretarial services, special equipment, travel and the like. We shall also argue that they ought to include the research investigator's time. Indirect costs refer to overhead expenses or the infrastructure of normal university services which are increased with each additional project undertaken within a university.

1 Direct costs

Monies for specific basic research projects performed within universities now are intended to cover only the direct costs of investigation. As indicated in Table 2, Chapter 7, in the current year the total amount received by the universities from the federal government for basic research in the social sciences and the humanities totalled \$10.7 million. It would be a mistake, however, to assume that this outside income does in fact measure all the direct costs of the research. A considerable amount of research that is totally unsupported takes place within the universities. It comes directly from whatever time a faculty member can squeeze out of a busy daytime schedule, on weekends, and in the evenings. Furthermore, when grants are awarded they may cover only some aspects of long-range programmes of investigation. To invoke one example, through their own salaries faculty regularly contribute to the direct costs of research by buying books and numerous other miscellaneous supplies necessary for a project.

There is another kind of direct cost which, according to present custom, is usually charged off against the university and is in effect improperly classified as an indirect cost of research. This is the cost

of the *time* that the faculty member devotes to a supported research project, time that is thereby no longer available for other kinds of responsibilities, such as teaching and administration. This is a cost that should appropriately be borne as part of the project grant.

A professor who is paid by the university on a twelve-month basis teaches only part of the year. In most Canadian universities the academic calendar provides for a lengthy summer period when the teacher is relieved of classroom duties and can pursue his research free from many of the distractions accompanying daily and weekly teaching. The individual faculty member's instructional and supervisory responsibilities do not necessarily terminate abruptly at the conclusion of the regular teaching year, for there is a continuing responsibility to graduate students whose study and research may be carried on for the entire year. Nonetheless, in the absence of summer-school teaching and other measures extending the lecturing duties of instructional staff, relatively large amounts of time away from normal teaching duties provide an important opportunity for research. If it can be preserved, the arrangement of the Canadian academic calendar will enhance the productivity and efficiency of those scholars who have been devoted to their research. Because salaries for the whole year are paid from the instructional budget, a proportion of this remuneration must be considered as a university's contribution to the direct costs of research.

It is clear that direct costs of project research are distributed in an unusually cumbersome way and are unmistakably damaging to the financing of basic research. Part of these expenses are carried by the grants from the Canada Council, other government agencies, or private organizations. Part the faculty member bears himself. And a not inconsiderable portion, the cost of the research investigator's time, comes out of the operating budget of the university. In effect, resources that are nominally allocated as salary to a faculty member and as operating expenses to a university are being used to aid in the research conducted within the university. The ensuing even if unintended effect is that those universities that conduct the most research will have the greater portion of their faculty members' salaries and of their own operating budget diverted from other uses.

This system clearly penalizes those universities that would make a commitment to research. Neither the university nor the researcher has any way of recovering the full, direct costs of research. With disincentives such as these, perhaps we ought not to be too

surprised at the low saliency and status of basic research and its necessarily related graduate education, in most Canadian universities.

2 Indirect costs

The way in which indirect costs are handled moves in exactly the same direction, thereby reinforcing these invisible disincentives with respect to research. For every research grant that does not include overhead costs, the university must itself make invisible contributions of janitorial services, office space, telephones, typewriters, organizational time and attention of its administrative officials, accounting services, heat and electricity, and a host of other goods and services. For any single project these costs may appear negligible. But in the aggregate, if the university is to achieve anything near international excellence, they amount to a considerable drain on resources. The usual estimate is that indirect costs are equivalent to about 35 percent of the total of the direct grant for the research. In fact there is good reason for believing that it comes closer to 50 percent. The Canada Council grants pay only direct costs and do not include overhead.

Here as with the deficit in financing direct costs of research there is no solace in arguing that the federal and provincial governments each pay 50 percent of university operating budgets through the fiscal arrangements now in effect. Those operating costs are a fixed item, variable with enrolment and composition of student body, in the functioning of the university. Any additional research undertaken within the university and financed by the Canada Council, for example, serves to reduce the availability of this income for other purposes.

Under these circumstances, and especially given the current fiscal hardships of the university, it would be in the purely financial interests of the university to discourage its faculty from engaging in any research that does not cover overhead as well as full direct costs as already discussed. In fact, the impressionistic evidence suggests that informally the present method of funding research is already driving the universities to a desperate search for mission-oriented and contract research. This kind of funding normally covers overhead costs, most of the direct costs, and may even include additional funds to sweeten the pot. It is an especially courageous and affluent university that does not eagerly embrace a new institute or large research project that promises to pay its way fully, whether or

not the project can genuinely be considered to contribute to basic research.

In short, present methods for financing research clearly leave basic research as the underdog in the university; and the more money it brings in, the lower its status should fall even though in fact the high international reputation of basic scholarship serves to mitigate this effect. At best, if a university were to act rationally, it should seek to find the true balance between financial solvency through mission-oriented and contract research and an international scholarly reputation through necessarily budget-eroding basic research. Under the current systems of university financing and of funding basic research, survival in the form of solvency must clearly win out.

3 The federal bias towards applied research

The tendency of the system to encourage universities to give preference to mission-oriented and contract research is just one side of a coin weighted against basic research. The other side is the increasing disparity in recent years between the amount of money the federal government devotes to all kinds of applied research as against free and independent research. The total amount for free research is well below 10 percent of the combined total spent on free and mission-oriented research. Furthermore, as Table 1 shows, money for both applied and free research has increased in the last

TABLE 1

Comparison of Federal Support for 'Free' and Mission-Oriented Research 1972-73 to 1974-75 (\$ millions)

	1972-73		1973-74		1974-75	
	\$	%	\$	%	\$	%
Free Research	58.8	8.2	60.5	7.6	63.8	7.4
Mission-Oriented Research*	658.3	91.8	735.6	92.4	798.4	92.6
TOTAL	717.1	100	796.1	100	862.2	100

* This includes all problem- and mission-oriented research, both intramural and extramural, initiated and financed by federal departments and agencies.

Source: *Federal Government Activities in the Human Sciences, 1973-1975*, [Statistics Canada Catalogue no: 13-205 (1974)] (Ottawa: Information Canada, 1974), p. 13.

three years from \$717.1 million to \$862.2 million. As the proportion spent on mission-oriented research has increased, that spent on free research has of necessity declined. While inflation has increased at a more rapid rate than the increase in total funds for all kinds of research, in terms of constant dollars there has undoubtedly been an absolute decrease in monies for free research. The financing of basic research clearly requires the closest scrutiny if it is to remain a central purpose of the university in Canada.

C The Canada Council and Direct and Overhead Costs

To bring this discussion to an appropriate conclusion we must anticipate our analysis of the role of the Canada Council that follows in the next chapter. In its grants for research the Council does not include funds to cover either faculty released time from teaching or overhead costs of the university incidental to the research. For reasons additional to those presented here, we shall later argue the wisdom of including released-time funding. But even without these additional grounds, those adduced here are more than enough in themselves to impel us to recommend that the Canada Council cover all costs of research, both direct or indirect.

There is a contrary view that might be presented to which we must give some recognition. It suggests that the university, and the province through its support of the university, should properly assume the burden. Provincial grants, in this view, support not only the teaching function of the university but also its research activities, both faculty time and general administrative costs. Indeed, for the Canada Council to assume such costs might raise some possible political issues about direct federal support to universities. But more important, this would constitute a very large new charge on the Canada Council's budget. Support for released time and overhead would have to be taken out of funds that might otherwise be used to aid additional research proposals.

The last point is critical. If correction of the harmful consequences of present funding practices were to occur at the expense of the number and size of grants that would otherwise be possible, we would be faced with a serious dilemma. Present financing presents a strong potential for skewing scholarly efforts away from independent research, which is already undersupported, in favour of mission-oriented and contract research. Yet a change in funding procedures might reduce the total level of support available. In face of the hard choice with which this presents us we recommend

support for released time and overhead only if accompanied by a general commitment from the Canada Council to increase its overall funding by an amount equivalent to the additional burden incurred by such complete coverage.

Our Task Force recommends that:

- 31 *the Canada Council's funding of research should provide for full and complete coverage of all direct costs, including released time for the researcher, as well as indirect overhead costs; released-time funds and overhead should both be paid directly to the university for absorption into its general budget; such a programme should be instituted only with the assurance that it will not be accompanied by any reduction in the level of support for graduate education and research*
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We now turn from a discussion of the federal government's role in funding research and from an assessment of the consequences for basic research to an examination of recent federal spending for mission-oriented and free research. This will enable us to specify clearly the particular part that the Canada Council itself has played in the past and ought to play in the future. We shall recommend policies to the Commission designed to improve what we consider to have been an important and for the most part constructive role taken by the Canada Council to this point in its history.

A Funds Available for Free Research

Comprehensive data about the full range of federal spending for research is difficult to find. Various sets of statistics frequently appear to be at variance with each other, and comparability is hindered by the variety of terms employed to categorize eligible recipients. Funds are described with reference to where they are used; some monies are granted for in-house research whereas others are for extra-mural work. Or, they can be defined by their purpose in the eyes of the sponsor; some work is designated as 'free,' or 'unoriented' in contrast to research which is 'applied,' or 'mission-oriented.' Alternately, funds are granted to recipients defined by academic status; certain grants are available to students, to more senior scholars, or to private foundations or businesses outside universities. A careful scrutiny of the jumble of evidence, however, does lead to some generalizations.

It is clear, first, that the government invests only a very modest amount of its total research funding in free research in the social sciences and humanities. As Table 1 in Chapter 6 indicates, federal expenditure on free and mission-oriented research has increased from \$717.1 million in 1972-73 to \$862.2 million in 1974-75. The proportion of this figure that is allocated for free research is declining, and in the current year, 1974-75, amounts to only 7.4 percent of the total. Only two years previously, in 1972-73, it had stood at 8.2 percent. Those funds which the federal government does make

available for free research are distributed very unequally between the natural sciences on the one hand and the humanities and social sciences on the other. The latter's share has remained well under 20 percent of the total given for free research, as Table 2 reveals. A simple computation using the statistics presented in Tables 1 and 2

TABLE 2

Federal Government Support of Free Research 1972-73 to 1973-74
(\$ millions)

	1972-73		1973-74		1974-75	
	\$	%	\$	%	\$	%
Human Sciences (Social Sciences & Humanities)	8.1	13.8	9.5	15.7	10.7	16.8
Natural Sciences	50.7	86.2	51.0	84.3	53.1	83.2
Total Federal Support for 'Free' Research	58.8	100	60.5	100	63.8	100

Source: Federal Government Activity in the Human Sciences, 1973-75, [Statistics Canada Catalogue No. 13-205 (1974)] (Ottawa: Information Canada, 1974), p. 13.

shows that the \$10.7 million allocated to support free research in the humanities and social sciences amounts to a mere 1.2 percent of the total federal research spending of \$862.2 million for this fiscal year, 1974-75. The figures, reproduced in Table 2, which indicate that the proportion of federal spending for free research going to the social sciences and humanities, as compared to the natural sciences, has increased slightly over the last two years, need careful interpretation. Comparing the trends revealed in Tables 1 (in Chapter 6) and 2 it is clear that the proportion of total federal spending allocated for free research in these disciplines has not changed. The increasing share of the total available for free research going to the social sciences and humanities only compensates for the decreasing emphasis on free research within over-all government research funding.

The foregoing statistics support several conclusions and suggest some problems. First, while federal governmental support of mission-oriented or contract research has grown very rapidly, that

for free research has failed to keep pace. There are real dangers here. On the one hand, through grants to applied research the social sciences are being called upon for advice and knowledge at a time when basic understanding of the nature and dynamics of society and culture is still poor. In a sense, then, these disciplines are being asked to run before they can walk, to give advice prematurely. There are threats to both government and the academic world here. Government may get bad or inappropriate advice. Academics, lured by consulting fees and generous funding, and perhaps spurred on by financially hard-pressed universities, may find their scholarship skewed dangerously in the direction of applied research. While proportionately large by world standards, the research community in Canada is small in absolute numbers; to the extent that manpower and resources are employed for immediate purposes, they are drained away from the fundamental search for understanding.

There is also a political problem. The notion of the service university is widely accepted. But service to whom? It is easy to equate service to society with service to contemporary government agencies and their needs. But that would be short-sighted. Researchers need to be free to serve other interests and other groups. More important, a central role of the university is to be independent and critical: to question accepted procedures, assumptions, and institutions and to promote public debate about them. To enlist the majority of scholars in the service of government and to tie funding to its immediate needs and interests is to weaken seriously this critical role.

Second, the statistics indicate just how small a share of total federal investment in research is the allotment given to free research in the humanities and social sciences. This brings us to a discussion of the Canada Council whose unique contribution has been its financial support of just this kind of work. The Canada Council has a very special place in funding university research because it has been since its founding and remains today the principal federal agency supporting basic research in the social sciences and humanities. An inspection of the statistics will help define the role it has played in recent years.

In the first place, it has responsibility for allocating only a small and declining percentage of the total federal expenditures in the humanities and the social sciences; as Table 3 indicates, its share has dropped from 16.3 percent in 1970-71 to only 8.7 percent in 1973-74. Furthermore, even of all the monies allocated by the federal

TABLE 3

Proportion of Total Federal Expenditures on the Social Sciences and Humanities Disbursed by the Canada Council, 1970-71 to 1973-74

	1970-71	1971-72	1972-73	1973-74
Percent	16.3	11.9	11.0	8.7

Source: Federal Government Activity in the Human Sciences, 1971-73, [Statistics Canada Catalogue No. 13-205 (1972)] (Ottawa: Information Canada, 1972), pp. 42-44; and Federal Government Activity in the Human Sciences, 1972-74, [Statistics Canada Catalogue No. 13-205 (1973)] (Ottawa: Information Canada, 1973), pp. 47-49.

government for the social sciences and humanities in educational institutions, the Canada Council once controlled much more than it does today. The proportion it disbursed has fallen from 70.3 percent in 1970-71 to only 43.8 percent in 1973-74, as shown in Table 4. But, to repeat, it must be remembered that within this context of the diminishing role played by the Canada Council as a source of research support for the humanities and social sciences in the universities, its function has not changed. It remains the only significant federal source of financial support for free research for these disciplines.

TABLE 4

Proportion of Federal Social Sciences and Humanities Expenditures to Educational Institutions only, Disbursed by the Canada Council, 1970-71 to 1973-74

	1970-71	1971-72	1972-73	1973-74
Percent	70.3	68.7	55.1	43.8

Source: Federal Government Activity in the Human Sciences, 1971-73, [Statistics Canada Catalogue No. 13-205 (1972)] (Ottawa: Information Canada, 1972), pp. 42-44; and Federal Government Activity in the Human Sciences, 1972-74, [Statistics Canada Catalogue No. 13-205 (1973)] (Ottawa: Information Canada, 1973), pp. 47-49.

B The Mission of the Canada Council

It is in this context that recommendations concerning the future role of the Council must be formulated. Its fundamental mission must remain the funding of independent research. Because such research

is so important, the relative decline in Council spending must be reversed. An expanded and revitalized Council could, however, play a variety of different roles, and it is important to specify which would maximize its effectiveness.

One approach would be to impress on the Council a more activist role than it has traditionally taken, a position we considered in Chapter III in connection with graduate education. The case can be made that there are serious gaps in our knowledge and that these need filling as a top priority. One way to document the incompleteness characteristic of many areas of investigation would be to instruct the Council to co-ordinate various research programmes. The Council could then sponsor such research as appeared to have been neglected.

These and other similar suggestions have a beguiling appeal to many people for they seem to overcome the problems involved in academic study and to suggest easy answers. Such statements imply that questions or problems inadequately studied have only to be identified for the needed research to be promptly accomplished. Or, more suspiciously, they imply that biases within the academic community and perhaps within the Council operate irresponsibly to cheat the nation of needed and worthwhile studies by refusing them support. Whereas the pressures that result in such proposals are understandable, the answers proposed, leading to a more active role for Canada Council, are unsatisfactory and, as with graduate education, must be resisted.

Fundamentally such a policy reflects overly simplistic views of the research process. As in the natural sciences, so it is in the social sciences and humanities that no individual, group, or institution is necessarily endowed with sufficient prescience or insight to predict the most rewarding directions of basic research at any moment in the evolution of knowledge. Creativity, invention, and discovery are still in their particulars unpredictable and dependent largely upon conditions that provide the maximum freedom for the scientific and moral imagination. Ultimately, only the intricate processes of assessment over time by the free and unhampered judgments of the scholarly community can establish the validity and utility of basic inquiry.

To allow anyone – whether scholarly peer groups or government administrators – to lay down compulsory guidelines for inquiry is to restrict the free play of the imagination and to put in jeopardy the very purposes of scholarship. It would convert the scholar into a mere technician serving the purposes of others and

subvert his traditional role of serving the historically developed and changing goals of a self-defining discipline. To specify areas of preferred inquiry or to demand justification in terms of relevance to social issues is in effect to begin to convert basic research into a vaguely mission-oriented kind. If the Council were to begin to follow this route it would be far better to declare its intention openly or to acknowledge the dangers of its decision. Scholars would then know that they would have to look elsewhere for support of independent research. But clearly it would be tragic if the Council, even with its tiny fraction of the total federal research budget, were to be diverted from its present special role as sole federal provider of truly independent research support or were even to hint at imposing its own ideas on the academic community about the appropriate direction or content of research. The role of the Canada Council should be to facilitate, not to direct research.

In this context, we are alarmed at the implications of the Canada Council's February 1975 announcement about 'Programme Grants.' The Council has indicated by its statement that 'the assessors are asked to evaluate the significance of the programme, *its scholarly and/or social importance* and the research strategy' (our emphasis). If this means what it seems to say, it would appear that the Council no longer uses scholarly importance of a proposal as its sole standard. To apply a criterion of 'social importance' would be to give to varying groups of assessors with varying sets of social preferences, uncontrolled latitude of judgment. Furthermore, the document in question would seem to give a proposal considered to be socially important equal standing with one of highest academic merit. If this is indeed the case, the Council has here thrown the door wide open for the flow of its scarce funds from free and 'unoriented' research to what looks like explicitly directed research. This would represent a new departure in its policies and one that has not been widely debated by the academic community. We are appalled at the thought that the diminishing funds for basic research will be depleted even further by the flow to research considered by someone, somewhere, to be of 'social importance.'

Our Task Force recommends that:

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- 32 *the Canada Council maintain its traditional policy of committing all its research funds to the support of free basic research unconstrained by current notions of social relevance or importance.*
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C The Principles of Research Funding

We now wish to make some specific suggestions about the way in which the Canada Council can best provide support for free and independent research in the humanities and social sciences. Our first step will be to lay out some general considerations and principles which should be used to guide any attempts to formulate specific grant programmes. We then make some proposals for the restructuring of the current grant programmes of the Canada Council in order to illustrate the types of proposals which would follow from these guidelines.

Since the Canada Council is, practically speaking, the sole source of federal funds for independent basic research in the humanities and social sciences in Canada, it should be accepted as a basic principle that *research proposals are to be initiated by individual scholars*, who may from time to time submit proposals as research groups or teams, rather than by the granting agency or any other body. All proposals should be judged on the basis of their scholarly merit and independently of current whims, fads, and notions of 'relevance' of any agency or designated group of 'experts.' It is not the role of the Canada Council to permit its financial powers to be used to provide incentives for research to be done in specified 'promising areas.' The Council should certainly feel free to support learned societies or other groups who might wish to commission papers and support seminars on the current state of research in certain areas. It should never use recommendations which might come out of such surveys, however, as guidelines for providing financial incentives to persuade scholars to direct their research into particular areas. The use of such power by the major social sciences and humanities granting agency on the Canadian scene would make a mockery of independent scholarly research.

Of course, it would be absurd to deny that there are various biases and implicit non-academic priorities which guide the acceptance and rejection of research proposals under the existing or any other granting scheme, especially when peer group assessment is used. However, the general principal that research proposals should be judged on their own academic merit and within the context of their own particular assumptions should be striven for at all times, and all possible measures should be taken to prevent particular prejudices from becoming legitimized in the granting process. Vigilance against locking assessments into the biases of a particular kind of peer group, periodic reorganization of the proce-

dures for the selection of assessors, special concern for recognition of innovation, and the like, are human inventions not to eliminate inescapable bias but to neutralize its effects. Furthermore, to ensure that any biases be made explicit, no research proposal should be rejected without a full explanation to the applicant. To allow the academic community to participate in the shaping of the criteria of evaluation, from time to time the Canada Council should publish, in some intelligible aggregated form, a summary of the reasons for rejection.

Basic research in the humanities and social sciences takes many forms and might go through many stages. Consequently, any programme of grants must be sufficiently flexible so that it does not distort this variety of forms and directions by forcing research into particular patterns to the exclusion of others. To get some idea of the variety involved one might simply consider a few taxonomies of the types of research proposals which could be imagined. With respect to the stage of the research project, proposals could be divided into at least three categories: a) initial exploratory research; b) the execution of a well-defined project; and c) the writing up and publication of the results of previously completed work. The scope of research proposals could vary enormously according both to the number of investigators involved and the breadth of the area covered: there might be a) a well-defined project conducted by a single researcher; b) a group of individuals all involved in a single well-defined project; and c) groups of individuals undertaking a programme consisting of a set of complementary projects.

The critical point here is that the definition and operation of the grant programmes must permit this diversity to flourish. Any attempt to create special categories of grants or grantees according to any of the possible taxonomies is bound to rule out or at least make it very difficult to include all the possible permutations and combinations. There is simply no evidence of a higher pay-off for research being associated with one or another category of grant or grantee. For example, team or programme research has no special merit in and of itself, a point that we shall examine carefully in a moment. The creativity of the proposal, the rigor of the research design, the theoretical relevance of the outcome, the potential for the generation of new techniques, the competence of the researchers and the like are better tests of the likely importance of a research proposal than the number of persons involved, the stage of the research project, its scope, or the age, seniority, or status of the applicants.

To the extent that categorization is necessary for administrative

purposes, the granting agencies must be continuously alert to the possibility that particular types of research programmes will be relatively neglected. In all its research policies the Council's paramount goal must be excellence. It can help achieve this goal if it monitors closely the distribution of funds between various categories of grants so that the scholarly productivity of dollars spent in one area is not adversely affected by expenditures in another. For instance, a strong case can be made at the moment for the argument that relatively far too few of the Council's resources are devoted to the support of post-doctoral fellows and junior members of the academic community.

The process of applying for research support is potentially a very costly business, especially in terms of the time and energy of researchers. Therefore the granting procedures should be kept as simple as possible so as not to end up rewarding those who are particularly skilled as academic entrepreneurs. Once again, this consideration calls for fairly general and flexible research support programmes which are few in number and free of large numbers of distinctions with respect to eligibility criteria and so forth between programmes.

Basic research in the humanities and social sciences is generally carried out in a manner quite different from that which seems to prevail in the natural sciences and this has important implications for the nature of the research funding which might be desirable. The two valuable research inputs for the majority of humanists and social scientists are their own time and basic sources of documentation (mainly libraries). However, although graduate research assistants and technical laboratory equipment are currently much less important in Canada, their use is growing. We can anticipate a considerable increase in team research in the social sciences and in some areas of the humanities. Nonetheless, any granting system which makes it much easier to hire research assistants and purchase the use of equipment than to purchase additional released time from classroom and administrative duties and which ignores the necessity of building up general library resources would be very detrimental to the direction and quality of research in the humanities and social sciences. No one mode of research ought to be favoured automatically over another except in terms of its specific function in the research design.

This second issue concerns the currently applicable dichotomy between research grants and leave fellowships. This distinction is artificial in the humanities and social sciences and is very harmful.

Since the researcher's time is generally the most important single input into any project, it is often pointless, or at least counter-productive, to seek funds for research assistants, equipment, and other services when funding for the most valuable ingredient for the project is not available. Leave (release from teaching and normal administrative duties) has to be looked upon as something much more diverse than a full year to travel and do research once every seven years. The released time intrinsic to leave is something which is necessary for varying lengths of time, on a full- or part-time basis, with or without travel, as an important ingredient of many research projects at many stages in a scholar's career and for the development of specialized skills. It has always been recognized that part of an academic's regular salary is payment for time spent in research. Federal salary support for leave purposes could be thought of as a supplement to this traditional subsidy at crucial stages in the research process.

If the federal government is strongly committed to the excellence of research, then this form of support will become a critical element in the maturation of graduate education and scholarly research in this country. This will be particularly important over the next few years as provincial governments, by increasing student-faculty ratios, put pressure on the universities to reduce the resources devoted to research. The general principle that arises from this issue, however, is that leave (released time) and support of research costs are inseparable elements of the research process.

D Large-Scale Research

To this point we have skirted the issue of large-scale research projects conducted by one or more principal investigators, employing varying numbers of graduate students, and extending over several years. The complaints about such large-scale projects are all well-known. They consume large amounts of the Canada Council's limited resources. With overhead borne by the university, they are a cost that, because of the size of such grants, digs deeply into the university's operating budget. Their liberal funding acts as a magnet to draw students away from their natural intellectual inclinations and from other more modestly funded programmes in a department. They are usually available to scholars who have learned or are endowed with the art of what has come to be called grantsmanship. Furthermore, one grant seems to feed into another

in a never ending chain. This is especially true where a research interest becomes so well established that it crystallizes into a permanent centre or institute. What started out as a large-scale project may then develop its own housekeeping costs, and organization maintenance may dominate the original intellectual aspirations. Finally, humanists, who are more likely to engage in individual research, have argued that the allocation of larger portions of Canada Council's funds to large-scale team projects would unduly favour social scientists.

For some, however, the advantages are equally obvious. Much research in the social sciences and some in the humanities has now reached a level of specialization and scope such that it is scarcely feasible for them to be designed and executed by a single individual. The talents and skills required must usually be found in a combination of persons. Furthermore, even if research of such magnitude can be mounted by one individual, it usually offers graduate students and post-doctoral fellows an excellent means of internship through which basic research skills are absorbed on the job. The research team may form a workshop, which, because of its common interests, provides a kind of continuous intellectual stimulation rare among graduate students or faculty. The intellectual dynamics among the members of the group in working together on the theoretical problems, research and implementation are often the source of many new and unexpected ideas.

As we indicated earlier, it is not only impossible but unwise, even if it were possible, to argue for or against large-scale projects in themselves. In the first place, for every legitimate complaint against heavily funded projects, there is an equal and opposite one against the small individually-operated research efforts. The latter are often unproductive, incompetently designed, improperly executed because of the lack of necessary skills or imagination, and very slow to mature. Working in isolation, some scholars lose interest or grow stale from lack of necessary stimulation.

In the second place, aside from the acknowledged benefits and disadvantages of both types of research, the real question is not one of size. Neither scale nor numbers have any meaning in themselves. The test of a project is its originality and potential contribution to knowledge, the rigour of its design, the feasibility of its scope, the probability of its resulting in high quality publications, the coherence of its theoretical formulation, and so on. The quality of research is, therefore, not necessarily a function of size.

Our Task Force recommends that:

- 33 *the Canada Council should maintain the basic principle that research proposals are to be initiated by scholars, individually or in groups*
-
- 34 *no research proposal should be rejected without a full explanation to the applicant. From time to time the Canada Council might review its reasons for rejecting applications and publish them in summary, aggregated form in order to inform the academic community of the Council's assessment criteria and to air these for discussion*
-
- 35 *any programme of grant categories should be sufficiently flexible so that it does not distort the intrinsic variety of forms and directions to be found in research and so that it does not force research into some preferred patterns to the exclusion of others*
-
- 36 *leave should be placed upon the same footing as released time for the purposes of research*
-
- 37 *the process of applying for all grants should be kept as simple as possible, thereby reducing the costs in time and energy for applicants*
-
- 38 *all modes of research – library as against field research, individual or group, qualitative or quantitative, large-scale or small – ought to be judged on their merits alone with the research design assessed according to its efficacy in achieving the stated objectives.*
-

We will now indicate how the principles in the preceding chapter might be implemented. To that end we shall suggest a revised structure for Canada Council research support programmes. Under our proposals the Canada Council's research support would fall into three major categories: 1) Leave, Research Fellowships, and Grants to Individuals or Groups of Individuals; 2) Support of Conferences, Seminars and Special Summer Research Institutes; and 3) Research Chairs.

A Leave and Research Fellowships and Grants

This would be by far the largest and most important of the three categories and would incorporate and extend several of the existing Canada Council support categories. All scholars past the PhD level who wish to receive aid for any type of research projects would apply under this single programme. This would simplify the application procedure from the point of view of the applicant. It has a number of advantages. First, it would force the Canada Council to consider explicitly the trade-offs between many types of research which it traditionally has considered independently (for instance post-doctoral fellowships versus research grants). Second, and more important, this procedure would remove the artificial distinction between direct research costs on the one hand, and leave (released time) support on the other hand, in which the latter is the most critical cost of any research project.

A research worker could apply for salary support when released time from teaching duties is desired, and this subvention, paid directly to the university, would be pro-rated against his current salary according to the proportion of released time deemed necessary. In the case of immediate post-doctoral work the salary support would be tied to the current average salary the researcher could expect to receive as an assistant professor in his field. In the case of released time for sabbatical leave, the applicant's university would be expected to pay part (half?) of his salary. Other direct research costs would include travel, research assistants, typing and publica-

tion expenses, and costs for computer use and special data sources. In addition to these direct costs the Canada Council should provide funds for the overhead costs of any research or leave grant, the overhead to be paid directly to the university. To do otherwise, as we argued earlier, would have the effect of imposing a severe financial penalty on those universities where scholarship and research are actively and seriously pursued.

A final reason for integrating and extending several existing programmes into one general category is to emphasize that all applications, regardless of their cost, duration, the number of research assistants, and seniority of researchers involved, or any other distinctions, are to be judged exclusively according to the criteria of the scholarly merit and promise of the proposed research. However, since the types of evidence available for making such judgments and the amount of resources requested might vary considerably across different proposals, there might be strong administrative reasons for processing applications in several categories. If the Canada Council should feel this is necessary, we would suggest the following categorization of applications: I. post-doctoral fellowships; II. applications requesting salary support for released time (a) junior, (b) senior, (c) group projects; III. applications not requiring released time (a) large, (b) small, (c) travel.

We are not enthusiastic about subdividing applications in this way. It might be useful, however, as a means of assessing whether any bias is creeping into one or another area of grant distribution. At the current time we are particularly concerned that relatively insufficient resources are being devoted to the support of post-doctoral research fellows. Such support, based, as always, on merit alone, should be regarded as a potentially very productive investment in detecting and launching the creative scholars of the future.

B Conferences, Seminars and Special Summer Research Institutes

Scholarship in Canada could benefit greatly from the imaginative use of conferences, seminars, and special summer research institutes or workshops in order to pool together for special purposes the diverse (and very scarce) resources existing at various universities throughout the country. These vehicles could not be provided on a large enough scale at any individual university to justify the expenditure. Especially at a time when graduate education and research have not reached their full potential in Canada, such a

method of pooling resources could give a strong impetus in the learning and maturation process. Canada Council support would include travel, honoraria, and research costs associated with such ventures.

An example of the type of programme which might be supported under this category is a summer dissertation research programme in a particular discipline such as that suggested for economics.⁷ Such a programme would take place alternatively at several Canadian universities which show promise of becoming major centres of excellence with good library, computer, and other facilities to attract faculty as well as students.

Such a proposal would be especially desirable in light of the great difficulty faced by many graduate programmes in Canada in achieving a high and rapid completion rate of PhD's. The PhD thesis should be the first piece of research of a professional career, not a life-work or an ultimate aspiration. Yet it has been noted by many studies that a very high proportion of students reach all-but-the-dissertation status but do not ever complete their theses. One of the problems is that there is not enough competitive incentive to push the students to completion. This gives rise to a vicious circle: if few students complete, standards are uncertain and staff do not get the experience in advising students well and in supervising them effectively to completion.

For a country of Canada's size, a promising solution would be to bring students from all universities together, under expert instruction and criticism aimed specifically at getting the job finished. This would overcome the present stalemate: Students would have the advantage of peer competition and staff would gain the experience to guide candidates to the completion of their theses. The programme would operate according to a workshop format with two or three workshops in different major fields, each meeting weekly. Each would have two senior and possibly one junior faculty member whose responsibilities would be twofold. They would help to guide students both at the initial stages of research in blocking out a topic and research design and getting the study underway. For students who are further along in their work, the faculty member would encourage the production of a finished manuscript ready for submission for the degree.

The main financial burdens that would have to be supported by the Canada Council would be: (a) travel and maintenance costs for students (with possibly some additional surplus as a financial incentive); (b) travel and stipend for staff that would be sufficient to

induce the very best people available to be willing to devote most of the working week to the problems of students; (c) overhead costs incurred by the host university for the use of offices, library, computers, etc. as well as a stipend for a local professor who would be in charge of overall coordination and local arrangements.

C Research Chairs

Canadian universities are not yet fully committed to graduate education and research.^{*} As a result, their whole orientation, as reflected in financial arrangements for staffing and support of research activities, is towards undergraduate education, while graduate education and research are looked upon as productive, but not essential, sideline activities. There is not the tradition of the privately endowed research chair which is one of the essential ingredients of renowned graduate institutions in other countries. A valuable function the Canada Council could perform would be to provide more legitimacy to this type of tradition in Canada by endowing a number of research chairs in Canadian universities to be filled, on a visiting basis, by highly promising and productive research scholars. One possibility that could be considered would be that the Canada Council finance such positions on a matching basis with resources provided by individual universities.

Overall, our primary objective through the proposals has been to improve the process whereby deserving research scholars can be readily identified and supported. However, some of these proposals offer one further advantage. They will provide the Canada Council with additional leverage in strengthening existing universities and departments in which the best graduate education and research is to be found. As we suggested in the discussion of graduate education, our proposals for conferences, seminars, and summer research institutes, together with research chairs would permit the Council to locate these at the most promising institutions. Such institutionally related grants would be applied for on a competitive basis. Among the criteria that the Canada Council could take into account in making an award would be the potential and promise of the institution itself. In this way the Canada Council could play a significant role in strengthening existing universities of promise.

Our Task Force recommends that:

- 39 *the Canada Council integrate its leave, research fellowships, and grants under a single programme in which released time would be considered a direct cost and in which appropriate overhead costs would also be paid*
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- 40 *the Canada Council make more extensive use of special research conferences, seminars, and summer institutes as a means of pooling the limited resources of Canada for research and training purposes*
-
- 41 *the Canada Council establish visiting research chairs to heighten the saliency and legitimacy of graduate education and research in Canada and to serve as an additional mechanism for training young scholars and graduate students.*
-
- 42 *all these programmes be used judiciously as devices to help shore up the strength of those universities that already display a commitment to graduate education and research and that have growing strength in these areas.*
-

D Institutional Support: The Infrastructure

A central theme throughout this report has been that both first-class graduate education and first-class research are extremely expensive. The fundamental need, of course, is for individual talent, but even the most talented will be frustrated unless there exists a complex network of facilities with which to work. Some of the resources can be and are supplied through individual research grants. But these are related to the specific needs of particular projects. Very few of them meet the demands of effective graduate study, nor do they provide the general tools used on an every-day basis by creative scholars. In the social sciences and humanities, responsibility for this infrastructure has rested almost entirely with

the universities themselves, which must finance them from the limited funds available from provincial operating grants. In a period of difficult financial constraint, budgets for this infrastructure have been under increasing pressure and funds for libraries, in particular, have suffered severely.

The Canada Council commitment to the development of knowledge, we suggest, goes beyond the support of individual projects and individual students. It extends logically to a concern with the general conditions within the university which may hamper or facilitate scholarship. This is especially true in the social sciences and humanities, in which all research, whether it is oriented to field data or to book sources, whether it involves a single individual or groups of research assistants, makes demands on certain common research facilities in a university. It would be hazardous to allow these facilities to be starved through an overemphasis on the direct grant itself. Without them the grantees would often be seriously handicapped in achieving their stated objectives. Yet the individual scholar is more likely to press for the research funds needed to complete a particular project; in due course he may even develop special grantsmanship skills that keep his research pipeline filled. The research infrastructure of the university is more diffuse. Because it is required by everybody, it belongs to nobody. It is an indivisible public good which no single scholar feels to be his special or unique responsibility.

There are four components to this infrastructure: overhead, computer facilities and other hardware, libraries, and support for scholarly communications (publication and travel). The first we have already discussed and will not reintroduce here. The second, the purchase of computer facilities and other kinds of hardware such as electronic music synthesizers, fall outside the responsibilities of the Canada Council and can be set aside. This leaves us with the need to consider the part that the Council ought to play in the areas of libraries and scholarly communications.

1 Libraries

For the student and researcher in the humanities and social sciences, the most important building at the university is the library; it is *the* basic research and educational tool. It is more crucial for these disciplines than for those in the natural sciences. In the social sciences and humanities there are many scholars whose data base

lies exclusively in the library. Their capacity to operate effectively depends on the ready availability of various kinds of books, special and often expensive collections as in history or ethnomusicology, and a skilled and resourceful library staff that knows how to archive complex materials and produce them on demand.

Persons unfamiliar with large-scale projects are often under the illusion that just because this kind of research may involve large numbers of assistants, extensive field work for the collection of data, and the costly manipulation of quantitative data, the workers in the area have little need of library materials. Nothing could be farther from the truth. Without a comprehensive and adequately stocked research library these scholars are no less handicapped in their work than are any others in the humanities and social sciences. In addition to the obvious usefulness of library document collections, both public and private, as data sources for the quantitative researcher, he also looks to the library to inform himself of the theoretical developments in his field, to keep abreast with the periodical literature, to continue to improve his understanding of the technical tools he must use, to put his own research within the historical perspectives of his discipline, and in general to maintain the vitality of his scholarship. Little can be more destructive in the social sciences in particular, but now also in history, music, and even literature than the perpetuation of an artificial division between the presumed needs of the library and the field worker. Theoretical and technical knowledge are still preserved and communicated through the written word, and all students and research workers are heavily dependent on an adequate library with special collections for their particular purposes. The more quickly the contrary misconception is destroyed and our common interests recognized, the more likely it is that all scholars will be able to present a united front before granting agencies in the struggle to improve the quality of this primary research tool in any university.

The size and quality of university libraries vary greatly in Canada. Most are probably adequate for the needs of undergraduate faculties. But the requirements for graduate work and research are of a different order. Indeed, there appears to be general agreement that few, if any, Canadian universities can be said to possess the libraries necessary for advanced work. Thus the Spinks Commission on Graduate Studies in Ontario showed that although five Ontario universities had sufficient holdings for undergraduate work, none was adequate for its existing graduate programme.⁸

Similarly, the Macdonald Commission concluded that:

The themes, then, have been remarkably constant in a series of reports stretching over some 35 years: Canadian library resources and services are woefully inadequate for the development and support of an acceptable level of Canadian research activity: this creates a serious national problem and creates an identifiable federal responsibility.⁹

As this quotation illustrates, the magnitude and importance of this problem have been recognized repeatedly over the last few decades. Many reports on higher education have affirmed that advanced work in the social sciences and humanities need library resources to a degree comparable to the need in the natural sciences for equipment and laboratories. When national funding agencies, including the Canada Council itself, have undertaken assessments of the needs and costs of higher education, they have been aware of the problem. But to this point no adequate and sustained response has been made even though the close connection between scholarly excellence and access to comprehensive research libraries is denied by no one.

It is not possible in the context of this *Report* to spell out precisely the library requirements for advanced work in the social sciences and humanities. A few universities can no doubt develop good collections in certain specialized areas through the initiative of groups of scholars and concentrated expenditures in those directions. However, because of the enormous resources required, few if any universities in Canada have or can reasonably hope in the foreseeable future to have a genuinely comprehensive research collection. Most universities across the country with graduate programmes in the social sciences and humanities are struggling desperately to achieve what they do not even yet possess – collections barely adequate to doctoral and research work.

Our observations become even more discouraging when the present funding of libraries is taken into account. The library as the primary tool for work in the social sciences and humanities is generally funded from regular university operating budgets, where it must compete with many other needs. The primary tools of research in the natural sciences, on the other hand, are financed from research and capital grants. Moreover, in the present financial squeeze, library budgets provide one of the few areas in which savings can most easily be realized. At Queen's University, for example, library staff has been cut in recent years, and in 1974-75

book acquisitions amounted to only 50 percent of the volume of books added in 1970-71, the result of a steady and devastating decline over a five-year period.¹⁰ New periodicals cannot be bought, blanket orderings must be reduced, services have declined.

This situation must be rectified if the commitment to graduate study and research of an international standard is to be attained. Universities cannot be expected to develop such libraries on their own. Even with some other form of funding, it is difficult to know how many truly comprehensive research libraries can be developed. The most feasible strategy might be for universities to restrict themselves only to building collections in the disciplines in which they specialize, but even that carries a heavy financial burden. Numerous proposals have been made to promote cooperation, through centralized libraries serving many universities by means of inter-library loans, facsimile transmissions and the like. Although these suggestions offer many benefits and should be strongly supported, they should not be seen as substitutes for building comprehensive collections within some individual universities. Complex systems of communication cannot in themselves contribute much to the community of scholarly life which alone can engender research. A well-stocked library forms a physical core around which the intellectual life of a university community takes shape.

Major outside support for university libraries is vital. As we have already stressed, libraries are as essential to humanists and social scientists as are laboratories and other tools for natural scientists. As the *sine qua non* of research and graduate teaching, and as a tool available to all students and faculty, support for research collections should assume a high position on the list of the Canada Council's priorities. The Council has recognized this need in the past when a small programme of support was undertaken, rising to an expenditure of about \$1 million in each of 1966-67 and 1967-68. But then, "with great reluctance," library grants were cut from the budgets of later years. We strongly urge that they be reinstated.

We also suggest that such support should be carefully directed so as to reinforce library strength where it already exists. Funding more than a few comprehensive research libraries would be prohibitively expensive. But Canada cannot afford not to support general research acquisitions at a few universities if it wishes to approach world standards of graduate scholarship and research.

The criteria to be used in strengthening libraries ought to be the

same as those we have proposed for all other activities of the Canada Council. On a competitive basis it must search out those universities in which there is commitment to the highest quality graduate education and research. The weight that a university already gives to its library collections and services, the concern it shows for locking the library into the intellectual strengths already at the university, the sacrifices it has already been prepared to make for the maintenance of an appropriate library facility – together with all the other evidence of the high status of graduate education and research we have spoken of earlier – would be indicators of strength on which the Canada Council could build. As these libraries increase their contributions to universities that show in other ways their commitment to excellence in scholarship, their resources can be made available for the benefit of the country as a whole. This can be achieved through the current plans or hopes for a national union catalogue and a modern communication and delivery system.

Our Task Force recommends that:

- 43 *the Canada Council should reinstate the support of substantial acquisitions for research libraries at the universities in Canada most committed to graduate education and research work in the humanities and social sciences. These grants should in the first instance be directed towards the creation of general collections adequate for doctoral programmes of study and research and beyond that to specialized and complementary research collections accessible to scholars across the country by means of a national union catalogue and communication system*
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2 Support for research communication

The fruits of research must, of course, be effectively communicated, through books, articles, conference papers, and the like. The Canada Council has developed a generally effective programme of support to academic journals and for the publication costs of books and monographs. The very rapidly rising costs of such communications requires that these programmes be continued, with appropriate adjustments for higher prices. We feel that, on balance, existing programmes for the support of journals are adequate.

However, there is a more pressing need for aid in the publication of books and monographs. Two points may be made. First, it is important that the principle be established and rigorously maintained that support for publication goes to the author rather than to the publisher. In other words, the Canada Council should not place itself between the author and publisher by attempting to favour Canadian publishing houses. Whether or not it is an appropriate public policy to promote the financial health of Canadian publishers generally, the Canada Council's role is to support scholarship and its most effective means of communication, not the well-being of publishers. Once a manuscript is deemed worthy of a publication subsidy, the author should be free to select an appropriate publisher. For this purpose he should be able to use the normal marketing criteria for scholarly works: audience to whom the work is addressed, the cost and efficiency of publication, the marketing organization and skills of the particular publisher in the subject matter area of the book, the adequacy of editorial services provided, and so on. Any other policy by the Canada Council would divert it and its resources to purposes for which it was not established.

Our task Force recommends that:

44 *the Canada Council make available to the Humanities Research Council and the Social Science Research Council larger sums for the support of the publication of books and monographs*

45 *these grants be designed in such a way as to permit an author to select the most appropriate publisher for his work*

The Canada Council has generously supported travel to professional conferences. This support should be maintained. It is especially necessary today when travel grants are another of the few areas in which university administrators have found they could cut budgets with the least outcry. However, a problem does arise from the recent Council policy of making block grants to universities both for travel expenses and for research projects of less than \$1,500. Smaller research grants of this type are a very important factor in research, especially in the humanities. Unfortunately, the total

amounts awarded for these grants have been limited, and in allocating them, universities have encountered considerable competition between the need for travel and for research. How does one weigh a request for \$1,000 for books and a research assistant for six months against a trip to a conference in London? The amounts of the block grants need to be increased, and consideration should be given to separating the travel and research components.

Finally, we suggest that the international travel grants, terminated in 1974, be reinstated by the Council. Such travel is an important element both in bringing the work of Canadian scholars to the attention of a wider intellectual community and in broadening the scope and perspective of Canadian scholars themselves. If Canada is to generate a few universities of world stature, the Canada Council can contribute to and hasten this process by facilitating the full flow of Canadian scholars in the international intellectual community.

Our Task Force recommends that:

46 *block grants to universities for projects of less than \$1,500 should be increased*

47 *the travel and research components of block grants should be clearly separated and treated as different grant categories*

48 *international travel grants should be reinstated*

Through the adoption of the basic principles advocated in the previous chapter and of the practical proposals for their implementation outlined in this one, we believe that the Canada Council should be able to help preserve the central research function of Canadian universities. The Canada Council needs to view itself as the guardian of free and independent research in the social sciences and the humanities, and the universities themselves need to encourage it to strengthen its central role in this area. The universities have nowhere else to go for support of basic research. Canada has no tradition of private support and current economic conditions are inhospitable to innovations in this area. There is little prospect of provincial financing, and no federal agency other than the Canada

Council accepts basic research in the humanities and social sciences as its primary obligation. The conclusion is clear. Any further encroachment on the Canada Council's capacity to continue to devote its resources to basic research and any straying by the Council from this path will further undermine the opportunities for free research.

As the demand for mission-oriented research continues to mount and as so-called problem-oriented research commands a greater share of the limited federal resources for the humanities and social sciences (as in the new Institute for Research on Public Policy), the need for an active and vocal public on behalf of the basic research becomes more urgent than ever. The universities and research workers who constitute this public need to make their voice heard more effectively. They must see to it that governmental priorities clearly recognize the requirement for increased funding for basic research, preferably along the lines indicated in this *Report*, if Canada is to attain any significant kind of presence in the world scholarly community.

Two central assumptions underlie the analysis and the recommendations found in this *Report*. They explain our choice of title: *A Commitment to Excellence*. The first is that Canada possesses the resources and the talent to aspire to the very highest standards in graduate education and in research in the social sciences and humanities. We should set only the very highest goals for ourselves. The second is that there is a very large gap between these ideals and the realities we find when we look at the actual conduct of graduate teaching and research. For several complex reasons, we are not doing as well as we should, or as well as we could. In our *Report* we have not sought to set out a master plan for the future, but we have tried to suggest some measures which will begin to bridge the gap. In this conclusion, we will briefly recapitulate our analysis, and define more clearly a policy of 'restrained activism' by which the Canada Council may stimulate improvement of graduate education and research.

A The Environment of Excellence

Excellence cannot be legislated; it cannot be brought about by faith. Fundamentally it depends on the talents of faculty and students, and their own personal commitment to the highest possible standards of intellectual enquiry. If these are lacking, no amount of increased funds or imaginative programmes will bring it about. On the other hand, if the commitment does exist, then the policies pursued by governments and by university administrators can do much to facilitate attainment of the goal; and, conversely, unwise policies can do much to frustrate it. Our recommendations, therefore, are designed throughout to encourage an environment within which excellence is given an opportunity to flourish. No more can be expected of government.

The setting within which excellence can grow consists of many elements, which may vary somewhat from discipline to discipline. It requires a university administration which both formally and informally demonstrates the value it places on graduate study and

research. Graduate education requires adequate funds to attract the best graduate students and to permit them to devote their full time to study through to completion of the degree. It requires that decisions about promotion, salaries, and tenure be based on the quality of research and teaching.

Moreover, we have argued that excellence in graduate education can best be attained through retaining and improving some of the traditional characteristics of teaching and research in the university, rather than replacing them with new standards and institutional forms. Thus, the doctoral degree needs to be seen as a research and teaching degree; pressures to turn it into a vocational degree serving a changing market of government or private employers should be resisted. Professional training of that sort is better done through a variety of flexible, shorter-term professional schools and master's degree programmes. Similarly, the primary intellectual focus of doctoral education should remain education within a discipline. While disciplines do change, and new ones may emerge, a concentration on "interdisciplinary" studies at the PhD level is unlikely to provide students the rigorous immersion in a distinctive set of problems, concepts, and methods which is required for the most creative scholarship. For the same reason, while interdisciplinary research and teaching institutes can have a valuable place within the university, the chief institutional focus for graduate study must remain the *department*.

In research too, we have argued for tradition in some ways. We assume that excellence demands a central emphasis on free enquiry, motivated by the intellectual curiosity of the researchers themselves. The growing concentration on contract and mission-oriented research in government funding risks the stifling of progress in fundamental understanding and criticism of the basic elements in society and culture.

This perspective does not imply a rejection of the concept of a service function for the university, or of the responsibility of the university to be concerned with societal problems. We recognize the inevitability – and the desirability – of using the university's resources for responding to society's needs. But it is essential that such a commitment does not become the sole purpose of graduate study and research. The trend has already moved far: it is time, therefore, to assert in the strongest terms the case for basic research and for the view that increased understanding is likely to emerge from the free and unrestricted pursuit of knowledge by university scholars. This component of the university must be preserved as its

central core. To say that such research fails to serve society is to have a far too narrow and short-sighted view of society's needs.

Excellence is served by other, less tangible, factors. Scholarship grows not only from solitary study, but also from dialogue, debate, and contact among scholars, whether students or faculty. They need to have constant stimulation and criticism from their colleagues. For this reason, among others, we have argued that it is important that graduate departments have enough students to provide some kind of critical mass, and that departments be able to offer broad-scale education across the whole of a discipline. Similarly, while disciplines specialize by isolating segments of human knowledge for study, society and culture themselves are whole. For this reason the social science and humanistic disciplines interact with each other in manifold ways, and many of the most important intellectual advances are made at the frontiers where disciplines meet. This suggests the desirability of universities providing an environment in which there is strength across the whole range of core disciplines in the social sciences and humanities, thus multiplying the changes of fruitful cross-fertilization among both faculty and students. Unfortunately, within Canada resources are widely dispersed even within disciplines; and it seems unlikely that more than a very small number of universities will be able to develop strength across all subjects, however desirable that may be. We have suggested various methods by which some progress towards concentration of resources, at least within closely related disciplines, might be achieved. We have also indicated some ways in which, through such devices as specialized workshops, the deleterious effects of scattered resources may be attenuated.

This discussion suggests some of the elements out of which excellence may be created. But we have also noted a great many weaknesses in Canadian graduate study and research. We have yet to achieve the academic quality that Canadian society needs and to play the role in the international intellectual community that our wealth and resources justify. In graduate education, there are such problems as the wasteful dispersion of resources across the country, the secondary status of graduate education within universities, the lack of adequate financial support for students, the absence of a clear purpose and philosophy of graduate education, and inadequacies in teaching and supervision. In research, we find continuing pressures from many sources to devalue the research role of faculty, diminishing support for the library, which is our basic research tool, and a distressing shift away from scholar-initiated

research to the support of research defined according to the immediate interests and needs of government agencies. In both areas, we have found a tendency for both governments and the universities to acquiesce to convenience. If this state of mind continues, mediocrity will be the best that we can hope for. We believe it our responsibility to Canadian society to strive for something more – scholarly distinction.

B A Policy of Restrained Activism

Faced with this desire to promote excellence, and with evidence of how far we are from the goal, what can the Canada Council do? There are many alternatives – including, indeed, simply abolishing the Council and giving its funds to the universities to spend as they see fit.

A more realistic strategy would be for the Council to continue its present stance: that is, funding scholarly initiated research and providing fellowship support to students. Such a role should not be denigrated. The Council has been an immense force for growth in the social sciences and humanities. Without it, we could not have come nearly as far as we have. However, we think that something more is needed now; the predominantly *laissez-faire* approach is no longer adequate.

At the other extreme, it is tempting to respond to the weaknesses and needs we have described by looking for some powerful external agency to move in to set things right. Thus a second possible strategy would be for the Council to assume a much more direct planning and coordinating role. In research, this could take the form of influencing the kinds of research undertaken and specifying the institutions at which it would be done. In graduate education, it could mean a direct role in planning, assessing, and funding specific programmes, deciding which universities should undertake what kinds of graduate work, deciding how many students there should be, and where they should study, and assumption of the major financial burden not only for fellowships, but also for the costs of instruction. To state such possibilities is to realize immediately their political and administrative impossibility. The Council has neither the financial nor the administrative resources to transform its function in this way. Even if it did, such a transformation might well prove fatal to graduate education and research.

University advanced scholarship is far too complex and too diverse to be centrally-directed from the top. Scholarly growth and

change do not come at the bidding of higher authorities, but rather from the initiative of faculty and students. Success or failure depends on the aspirations of the academic community itself. In this enterprise, the Canada Council has a vital role, but as a *facilitator*, making progress possible, rather than as a director determining when and how growth will occur. Hence, we conclude with the concept of 'restrained activism.'

We see the Canada Council not as an instrument through which the federal government's priorities in graduate education and research are imposed on the academic community, but rather as the vehicle which will permit that community to achieve excellence through its own efforts. Obviously the basic level of resources must be established by government. Indeed, we hope we have been convincing in our argument for increased levels of support. But within that financial context, Canada Council planning, assessment, and grant-making must respond only to criteria of scholarly excellence. And the development and use of these criteria must always be shaped by the competitive process of academic peer assessment, advisory panels and the like, a point that cannot be emphasized too strongly.

Neither *dirigisme* nor *laissez-faire*, then, provide the answer. But, through an overall increase in its total resources, and through a sensitive employment of these resources to reward and encourage excellence in teaching and research, the Canada Council can facilitate progress. It can provide the resources and the stimulation to ensure that universities and departments wishing to improve their stature in either research or graduate education can achieve their goals. Many of our recommendations indicate the ways a policy of restrained activism could be implemented. Let us outline the approach more fully.

We continue to abide by those basic principles which have informed all our recommendations: that the Canada Council allocate its funds exclusively on the criterion of merit through competitive applications; that students be free to carry their awards to the university of their choice; that research remain undirected in character; that all standards of assessment are the equal of those acceptable in the international intellectual community of which Canada is and must remain a part; and that all allocations of funds be guided by the advice of scholarly assessment committees.

Within these basic principles, we do consider that the Canada Council's responsibility goes beyond the simple granting of funds and must include a broad concern for the general state of advanced

study and basic research in the universities. As we have indicated before, the Council would be remiss in its duties if it did not assure itself, within the limits of its powers and finances, that its grants and fellowships were being used to best advantage. It could scarcely stand by if it found that, however qualified the applicants for its funds were, these resources were later dissipated through a poor educational environment for learning and research. Of course, it attends to its responsibilities in the first instance by allocating its funds on the basis of competitive applications and external assessors. But its interest legitimately extends to the institutions at which graduates plan to study and where the grantees will conduct their research.

Once this premise is accepted, certain possibilities for action follow. We recommend that the Canada Council use its resources as leverage to improve the institutional context within which graduate education and research occurs. This has already been implicit in many of our previous remarks. But since the Council's resources are clearly limited and since the number of potentially superior graduate schools that Canada can support is no less limited, the best strategy for the Council would be to concentrate its resources in those universities and departments which it determines are committed to and show a true potential for excellence.

The Canada Council has at its disposal a varied array of instruments to help it convert potential into real excellence. In various parts of our *Report* we offered recommendations which were justified in terms of the specific issues at hand. Seen together, they add up to a powerful set of tools for the promotion of high quality work. Some of these programmes are aimed primarily at the support of individuals; others are more suited to the development of the quality of the institutional framework within which the individual scholar does his work. Both levels are legitimate concerns for the Council.

Programmes aimed at individuals must retain the criterion of individual excellence as paramount. The Council should ask how good is this scholar or this proposal, not how good is the department or university in which the grant is to be used. Such grants to individuals will also serve to help promote institutional excellence, as the normal operation of the academic marketplace should ensure that holders of awards will gravitate to the most stimulating and resourceful environments. Three other recommendations we have made will reinforce this process: Canada Council Fellowships would carry in addition to the student's grant an outright grant to

the university; the Council would assume responsibility for the overhead costs of research; and it might also include a grant to the university at which a post-doctoral fellow is located, in order to defray the overhead costs to the university of his use of office space, library, and other facilities. These proposals eliminate what is in effect a financial penalty for universities whose faculty are heavily engaged in research.

We have also suggested a variety of Council programmes aimed more directly at promoting institutional excellence. These include: grants to libraries for general improvements and specialized collections; block development grants for special purposes to enable a university to establish new graduate programmes or improve existing ones through financing visiting professorships, graduate assistants, curriculum development, and the like; summer seminars and workshops for improving faculty and student research skills; summer conferences to assist in thesis preparation, to increase thesis completion rates, and to bring fresh blood to campuses; the allocation of visiting chairs to be held by distinguished scholars; and the assignment of post-doctoral fellowships to specific universities to add to the critical mass of scholars so crucial for a vigorous intellectual community. The Council's employment of these resources can have a major effect on the development of high quality graduate education and research programmes.

In making such primarily institutional awards, the Council must follow procedures analogous to those followed with individual awards. Council officials must not substitute their judgments for those of the academic community; nor can allocation of such grants be made on criteria other than scholarly excellence. As with individual awards all these programmes would be competitive: institutions or scholars would develop proposals which would be evaluated against others. Decisions would be based on the advice of external assessment bodies, which in this case would include both Canadian and foreign scholars of distinction.

Nevertheless, it would also be helpful for the Council to begin to develop, in cooperation with the academic community, some general criteria about what is meant by academic excellence within departments and universities. Such judgments are constantly being made on impressionistic and intuitive grounds, and it is imperative that a more objective and explicit basis for evaluation be developed. We have not fully explored the indicators of quality which might be used, nor do we believe that a completely successful non-intuitive set of indicators can or need be developed. They

are, however, a necessary addition to the current methods of assessment and would probably need to cover at least four major categories: the status and salience of graduate education and research within a university; the quality of faculty; the calibre of graduate and research programmes; and the adequacy of the infrastructure in support of graduate education and research. Once these criteria were elaborated, they could become a helpful guide both to individual institutions in their own self-assessment, and to the Council and its academic advisory bodies in recommending the allocation of institutionally-related grants.

The varied and flexible nature of the programmes in support of institutional excellence we have explored means that they need not be locked into any given university. Their renewal would depend upon regular assessments, by external bodies, of the uses to which they were put and the benefits gained. This practice would permit the Council to scan the intellectual map of the country on a continuing basis in order to make the best use of its limited resources. Re-assignment of funds would hinge on decisions about which institutions were sustaining or most quickly approaching the level of excellence.

Furthermore, unlike any plan to establish some fixed limit on the number of potentially eminent universities or to assign some specific universities to this category permanently, this proposal assumes that universities move through various internal cycles. At some point they can benefit greatly from special external support; at others, for various reasons, they may be able to profit less. The Council would be able to shift its resources around so that those that could use any specific programme most effectively would have the opportunity of doing so. The Council would, however, have to resist any pressure to return to a policy of spreading these special programmes around thinly, according to some ill-conceived criterion of equity, to prevent a levelling of the universities to a comfortable, universal, non-competitive mediocrity.

The advantages of this plan are numerous. It gives the Council, acting for and with the advice of the academic community, considerable flexibility and leverage in the support of excellence, at least at some universities. The process of upgrading our universities would be gradual rather than sudden and traumatic as would happen in the outright selection of specified universities as pre-eminent centres. The programme would be competitive rather than arbitrary. Any university that saw itself losing out might be inspired to try harder to improve the quality of its own graduate work

and research. New standards of excellence would thereby begin to arise. The competition so engendered among universities would go far in enhancing the quality of graduate education and research.

Finally, just as we have no illusions about the cost of creating internationally competitive graduate schools and increasing research productivity, we have none about the time that will be involved. We appreciate that more money, better funding policies, and improved internal organization of the universities in the areas about which we have spoken will not bring immediate results. As we have pointed out, in the past decade or so Canada has passed through a costly mount-up phase in graduate education in general. We are now entering a stage of consolidation and effort for improvement. But the knowledge, experience, and skills required to achieve excellence are not easily acquired. While pressing all the while for improved performance from universities, scholars, and students, the Canada Council needs to impress on the public and the government that part of the process is related to time and experience alone. Promises of premature results could be as damaging as pressures for premature performance.

Notes

- 1 Quoted by Principal Ronald L. Watts of Queen's University in his inaugural address, (November 1974).
- 2 Canadian Association of Graduate Schools, *Statistical Report* [1969-1974] (Winnipeg: Canadian Association of Graduate Schools, 1969-1974).
- 3 P.S. McKinney, "Problems of Graduate Education in Today's Climate," *Newsletter*, Harvard Graduate Society for Advanced Study and Research, (December 1974), p. 3.
- 4 We have not been able to determine exactly what proportion of doctoral students eligible for Canada Council fellowships has received fellowships. The statistical evidence we have analyzed does not indicate how many of the doctoral students in Canada are ineligible for the Council's awards, and does not indicate the number of Canadian students studying abroad. See Canada Council, *Annual Report* [1958-1974] (Ottawa: Information Canada, 1958-1974); and Canadian Association of Graduate Schools, *Statistical Report* [1969-1974] (Winnipeg: Canadian Association of Graduate Schools, 1969-1974).
- 5 Council of Ontario Universities, *Graduate Student Incomes in Ontario, 1972-1973* (Toronto: Council of Ontario Universities, 1974); Council of Ontario Universities, *Survey of Financial Resources of Graduate Students in Ontario, 1971-72* (Toronto: Council of Ontario Universities, 1973).
- 6 Canada Council, *Annual Report* [1958-1974] (Ottawa: Information Canada, 1958).
- 7 Communication to Department of Economics, Queen's University from Professor Harry G. Johnson, Skelton-Clark Visiting Professor of Economics, September 18, 1974.
- 8 Commission to Study the Development of Graduate Programmes in Ontario, *Report to the Committee on University Affairs and the Committee of Presidents of Provincially Assisted Universities* (Toronto: Government of Ontario, 1966), pp. 55-581.
- 9 J.B. MacDonald, et al., *The Role of the Federal Government in Support of Research in Canadian Universities* (Ottawa: Information Canada, 1969), p. 223.
- 10 *Interim Report* of the Senate Library Committee to the Senate of Queen's University, (February 1975).

I Preliminary Terms of Reference of the Commission of Enquiry on Graduate Studies in the Humanities and the Social Sciences:

To enquire into and report upon the nature, objectives, and efficacy of Canadian graduate studies in the humanities and social sciences and, without limiting this general aim, to examine in particular the trends and patterns of such graduate studies in recent years, and their future prospects, in the light of:

- ☐ the expectations of graduate students;
- ☐ the relationship of graduate studies to the development of Canadian universities and to advanced research;
- ☐ the employment opportunities for those completing such studies; and
- ☐ more generally, the contribution of graduate studies in the humanities and social sciences to the economic, social, cultural, and political life of Canada.

II Task Forces

The Commission has struck a task force at each of the following universities: British Columbia, Alberta, Toronto, York, Queen's, Montreal, Laval, and Dalhousie.

The task forces will study some of the questions that the Commission has been invited to examine and make recommendations. The reports of the task forces will become the property of the Commission but the Commission will be responsible only for the contents of its own report.

III Composition of the Task Forces

Each task force consists of a full-time Chairman and four or five part-time collaborators.

The Commission hopes that the opinion of graduate students will be consulted and that each task force will include at least one student.

The Commission suggests that it would be desirable that each task force include one member from the Faculty of Science.

IV Critical Path

Task forces must submit their reports to the Commission by January 30, 1975.

In order to follow the work of the task forces and to allow an exchange of views, the Commission will convene the Chairmen of the task forces during the second fortnight of November 1974.

The Executive Director of the Commission will maintain contact with the Chairman of each task force.

V Terms of Reference of Task Forces

The Commission of Enquiry on Graduate Studies in the Humanities and Social Sciences invites its task forces to make an inventory and an analysis of the policies, patterns of organization, and regulations governing university education and research at master's and doctoral levels, as well as at the post-doctoral level in Canadian universities, with particular reference to their own university and to make recommendations.

The Commission will itself deal with the entire range of questions raised by the terms of reference.

The task forces are invited to take a position on all questions that they consider important.

Without limiting the scope of the task forces, the Commission invites them to study five groups of questions that the Commission considers important.

For each of these questions, the Commission wishes to obtain not only a complete inventory of the available facts but also comments and recommendations describing ways of improving the present condition.

Owing to the limited time available and to budgetary restrictions, the task forces should confine themselves, in the main, to the use of data that are now available.

1 Research

- ☐ Taking into account the need for material support, the exigencies and constraints of university education, how should research in the humanities and the social sciences now be defined?

- ☐ What factors make fundamental research and practical research different in the humanities and the social sciences?
- ☐ Is there a difference between quantitative research and qualitative research and, if there is, what are the consequences in respect of the humanities and the social sciences?
- ☐ What criteria are used in your university to assess the importance and quality of research?
- ☐ What are the human and social problems that require attention and is an effort being made to promote study of them?
- ☐ How extensive is non-subsidized research in your university? How significant is it in the humanities and in the social sciences?
- ☐ In your university, what are peak sectors and the sectors of excellence in the humanities and social sciences?

2 Relationship teaching / research

- ☐ In what ways do teaching and research complement each other?
- ☐ What differences are there in the ways that research complements teaching in the humanities on the one hand and in the social sciences on the other?
- ☐ What more can be done to make teaching and research complementary activities?
- ☐ Every university that has important programmes of research assigns rare and valuable resources to those programmes: How does that affect its teaching role? Should teaching be the main role of the contemporary university?
- ☐ How could the content of programmes and techniques of teaching be designed to produce more research scholars and more significant research?
- ☐ What conditions would enable the professor to perform effectively his dual role as teacher and research scholar?

3 Organization of the research

- ☐ Do the present methods of financing research facilitate or hinder multi-disciplinary research?
- ☐ What policies and regulations of organizations like the Canada Council and the Institute for Policy Research would ensure adequate support of research projects in the humanities and the social sciences?

- ☐ It would appear that the organization of research in the physical sciences is generally good: salary budgeted for assistants, summer programmes, possibility of obtaining space and equipment. Why do the humanities and the social sciences not enjoy the same conditions of work? How can present practice be improved?
- ☐ Are there research seminars in your university? What is your opinion of that formula?
- ☐ How well do the present methods of financing research work to the advantage of the university, the members of Faculty so engaged, and the graduate students?

4 Broad orientations

- ☐ What kinds of students are attracted by the humanities and the social sciences? How competent are they in the opinion of their instructors?
- ☐ What is now known about the ambitions and aspirations of your graduate students?
- ☐ If universities are to remain centres of research, how should they be organized and administered: by Departments, Centres, or Institutes or some other way?
- ☐ To what extent should research done in Canadian universities deal with Canadian problems?
- ☐ Can centres of excellence in teaching and research be created by pooling the resources of all the universities in a region?
- ☐ What is likely to be the effect of new programmes of Continuing Education on the traditional patterns of higher education and on research?

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